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ABSTRACT

A study examined the impact of limited English competence on participation of foreign female students in technical cooperation training (TCT). Questionnaires were sent to British Council offices and embassies in all 107 countries with TCT programs and completed by 55 (30.9%) of the countries (including 17 of the 22 largest). Responses indicated that participation of women in TCT has increased by 72% since 1975 to more than 20% of all participants. English language competence was an issue of only limited significance in most countries offering TCT because most applicants still come from the educational/social elite. English language competence was a constraint in Bangladesh, China, Mozambique, Bolivia, Senegal, Peru, and Costa Rica. It was hypothesized that the gender gap in English language skill may increase if the trend toward project-related training results in TCT awards going increasingly to people from a wider range of educational/social backgrounds. (Thirteen tables are included. Appendixes contain the following: study questionnaire; 10 tables/figures summarizing standard English language test results, information on TCT study fellows, TCT program characteristics, and rates of participation in TCT programs by country/gender/subject area; and list of study contributors.) (MN)

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ED 403 406

CONSTRAINTS ON THE PARTICIPATION OF WOMEN IN TECHNICAL COOPERATION TRAINING DUE TO LACK OF ENGLISH LANGUAGE SKILLS

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August 1992

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iii. Terms of Reference

By letter dated July 1991 the Overseas Development Administration engaged Monica Threlfall and Gail Langley of the Department of International Business and Languages, South Bank University (then Polytechnic) to investigate the "Constraints on the participation of women in the Technical Training Cooperation Programmes through lack of English Language Skills".

This was to be a desk study, of two months' work spread over six months, and the researchers were required to consult British Council offices in developing countries to find out how many women are usually nominated for TCT awards by their individual ministries but are not successful in obtaining them owing to their insufficient competence in English. The researchers were also to enquire whether there were women in individual ministries who ought to be nominated for awards but could not be, owing to their lack of English.

iv. Acknowledgements

We would like to thank all those who helped with the preparation of this report by giving their time to discuss the issues involved, help with the questionnaire and search past files for information. We are particularly grateful to the British Council's Assistant Directors and Exchanges Officers and the posts dealing with the TCT programme in British Embassies and High Commissions in those countries which returned a fully completed questionnaire, a list of which is provided in the appendix. Without their help this study could not have been carried out.

We would also like to thank the staff of the British Council Technical Cooperation Training Department in Spring Gardens and later Manchester for their advice, and particularly the General Manager, Bill Harvey, for providing a supporting letter to the questionnaire. Norman Leigh, Head of Quality Control and Vivienne Arnold gave us valuable time and computer print-outs. A large number of country officers, particularly those working on China and Bangladesh shared their expertise. Babette Berry of the Placement Unit, and Roger Hirons of Central Management of Direct Teaching were most helpful.

Our thanks to David Metz for helpful comments on the draft and to Jennifer Simmons for help with editing the final version.

EXECUTIVE SUMMARY

1. THE PROBLEM

Although the number of women coming to Britain under TC training programmes has increased from 15% of total nominations to 21.5% in 1989, it still remains far below parity, notwithstanding special efforts made by following the Minister's statement that more women must be brought to the UK for training.

Previous studies have identified a number of reasons for the small number of women coming for training, among them: the priority ODA gives to project sector employment together with their difficulty in achieving seniority or a record of long service; their low representation in education generally; the limited time available to take up awards due to domestic responsibilities and social constraints on travelling alone for any distance; perceptions by those in authority that women are a 'poor risk' for awards; and lack of information about training availability.*

It was also thought that in addition women may be unable to acquire the level of English language competence required for training at a British institution, thus becoming ineligible for the programme. It was though that weak or no English language skills might be a major constraint to more women being nominated for awards.

2. PURPOSE

The study thought to identify how far the lack of English language competence constrained the selection of women for training. the working hypothesis was that it acted as a hitherto unidentified constraint. The underlying assumption was that competence in English is a selection criterion that sorts candidates out into successful and unsuccessful ones. It was thought that such differentiation would have the effect of creating a pool of unsuccessful women candidates rejected by the British Council or passed over by their own Governments for nomination.

The terms of reference required us to find out from the British Council how many cases of nominated women they had to reject and to enquire whether there were any women in individual ministries who ought to be nominated for awards but cannot be because they lack sufficient English skills.

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* See page 17 foot note 1

3. METHODOLOGY (decribed in Chapter 1. Introduction)

3.1. Background research

3.1.1. This was carried out mainly at the Spring Gardens Headquarters of the British Council. Some independent practitioners and experts were also consulted.

3.1.2. Background research attempted to a) establish a detailed profile of the place of women trainees in whole TCT programme (described in Chapter 2), b) clarify the various stages of the selection process, the place of the English language issue in it, and the respective roles of Government nominating bodies, the British Council and individuals; and c) take into account the opinions and experience of staff working on different country programmes in order to be able to decide which countries to cover.

3.1.3. The early findings of this stage were that for a) important information on the gender and English language aspects of TCT was only available in primary form without analysis, or not available; for b) TCT is highly decentralised both in the sense that it allows for considerable variation from country to country and that questions could not be answered without communication with the post in-country; and for c) that British Council staff on the whole did not agree that the need to have English language skills was a constraint on women and felt that it was only rarely if ever that a women nominee would be prevented from undertaking training on the grounds of inadequate English. Consequently more and broader aspects of the problem were studied to ensure positive results.

3.2. The questionnaire

3.2.1. Universe: Although the study was more relevant to non-English speaking countries, a questionnaire was administered to all 107 countries with TCT programmes because the distinction between English-speaking and non-English speaking was not always clear and could be out of date, and because of the need to cover programmes with varying sizes and rates of participation of women.

3.2.2. Design: a 5-part questionnaire with 46 questions was sent to British Council offices and Embassies, designed so that staff with different expertise could answer different sections; Part I, numbers of nominees accepted, rejected, tested for English in the country; part IV, on the English test (IELTS); Part V, on English language training.

3.2.3. Response: 55 responses were received covering a majority of all the large programmes and two thirds of programmes using the English test, including 17 of the 22 largest.

4. CONTENTS

4.1. Chapter 2 gives an overview of women's participation in TCT in numerical terms, by year, by level of course, by study area, by size of country programme, by English speaking and non-English speaking country, based on data held centrally by the British Council.

4.2. (Chapters 3-6 contain the analysis of the results of the questionnaire). Chapter 3. investigates the role of the Government of each country in applying knowledge of English in the selection of nominees, whether by request of the British Council/Embassy or of their own accord, whether formally by tests or informally. It assesses how far government policy has the effect of excluding women.

4.3. Chapter 4. analyses the role of the British Council or Embassy in applying the English language criterion, in requesting different levels of competence in each country, with particular reference to any differences in requirements made of women and men. It surveys the training offered to help candidates reach a variety of levels, and the supports provided for women to develop their English language skills.

4.4. Chapter 5. evaluates the eliminatory effect of the standard test of English (IELTS) applied to nominees and candidates, and details all the reported rejections of women candidates and other eliminatory procedures, in each country. Views about the test itself, its fairness and potential gender-bias, are also investigated.

4.5. Chapter 6. reports the English language competence of successful study fellows by giving their IELTS test results by band, country and gender; and interprets them in the light of the question of whether positive discrimination towards women is being or ought to be applied. These results are then compared to the official records of performance of people taking the IELTS tests in TCT countries, as held by the central officers of the IELTS service in Cambridge.

5. FINDINGS

5.1. Broad findings relating to the TCT programme as a whole

5.1.1. There has been a growing presence of women in TC training since 1975, especially amongst new arrivals where the proportion of women has gone up by 72% to over 20%.

5.1.2. The issue of English language skills is of limited applicability within the TCT programme. Only a minority of TCT awards are offered in countries where the knowledge of English is limited enough to require testing.

5.1.3. There have been few changes in the worldwide use of the IELTS in the last five years; if anything has been an improvement in the knowledge of English.

5.1.4. A broad comparison of the proportion of women in English-testing and non-English-testing countries shows it to be similar in both, with the IELTS countries. The block of Latin american countries where testing English is compulsory, have a larger than average proportion of women in the TCT programme.

5.2. Findings relating to English Language Training

5.2.1. English language training is provided for all successful nominees and candidates who need it, if they have a certain minimum level, whether in the form of in-country ELT, UK-based ELT or both.

5.2.2. In-country ELT is not provided in the majority of IELTS countries and it is sometimes provided on a selective basis for project-related trainees only. However, some ELT is available in 6 out of the 8 IELTS countries with the largest TCT programmes.

5.2.3. The minimum level of English required at the start of both in-country and UK ELT was found to be fairly undemanding in most though not all countries - equivalent to the IELTS Overall Band Score of 4.0 signifying a 'limited user' of English.

5.2.4. Each candidate whose English is insufficient is generally well provided with the opportunity to develop her skills from different starting points or entry levels.

5.2.5. Arrangements for in-country ELT provision do not contain any apparent constraints for women's attendance.

5.2.6. In-country ELT was judged by its administrators to be very successful in advancing women nominee's English language skills.

5.2.7. Insufficient information was available about UK ELT.

5.3. Findings relating to gender awareness

5.3.1. An awareness was expressed in several offices, though not a majority, of the need to encourage more women to become trainees and specific efforts were being made.

5.3.2. Positive discrimination favouring women over English language requirement was generally not exercised, except in Bangladesh and Pakistan.

5.4. Findings concerning the existence of unsuccessful or rejected women nominees and candidates

5.4.1. Only 12 countries have revealed any cases of women not accepted for training by TCT administrators because of poor English, giving a grand total of between 50 and 60 cases in recent years.

5.4.2. The proportion of women among all SFs would scarcely have been affected by the addition of these 50-60 cases.

5.4.3. Nevertheless the issue is quite significant for a few countries such as Bolivia, Mozambique and Bangladesh where the proportion of women could have been doubled.

5.4.4. TCT administrators' emphasise the effect of non-linguistic constraints on women -social, educational- which limit their presence in the public sector.

5.4.5. Successful women nominees and candidates had achieved higher levels of English language competence than men as measured by the IELTS' results. 58% of women achieving an award in 1990.91 were 'Competent Users' and above, whereas only 42% of men were 'competent'.

5.5. Findings relating to the possible existence of unnominated women

5.5.1. There is a 'grey area', poorly visible sphere in the nomination process with respect to the English language criterion.

5.5.2. Some TCT administrators use a 'pre-IELTS screen' to filter out candidates before they take the test.

5.5.3. In 20 countries the GOC is known or though to exclude potential nominees because their English is deemed insufficient by the GOC itself, before TCT administrators receive the nomination.

5.5.4. A total of a least 286 women in 11 countries are known to be working in the public sector, who have not been nominated because of their insufficient English. Their addition could bring about a 10% increase in women trainees.

5.5.5. Self-selection and self-exclusion was found to take place on a small scale.

6. CONCLUSIONS

6.1. The need for TCT trainees to have certain english language skills before the start of their course is not, on the whole, a constraint on the participation of more women in the training programme, but it is a constraint in certain countries, most notably Bangladesh and also China, Mozambique, Bolivia, Senegal, Peru and Costa Rica.

6.2. The main reasons for this is the smaller number of awards offered in countries where knowledge of English requires testing, and the fact that trainees still come from an educational and social elite. Within this elite, women's English language skills are similar to or better than those of men.

6.3. However, in the future the gender gap between men and women's English skills may increase, if awards increasingly go to people from wider range of educational and social backgrounds as a result of the trend towards project-related training.

7. SUMMARY OF MAIN RECOMMENDATIONS

We recommend that:

7.1. ODA adopt a policy that no woman nominee or candidate who is otherwise suitable for training be refused on account of her English language skills (see 3.7, 5.2, 5.3)

7.2. ODA to take steps to eliminate, dispel or severely reduce, as appropriate to each country, the grey areas in the nomination process through which women's chances of selection may be reduced (see Chapter 3, especially 3.3, 3.4, 3.6 and 5.3.2).

7.3. To this end, TCT to aim to take full control of the application of the English language criterion in the selection process there where it is partially in the hands of the Government of the Country, unless this can be shown to be politically undesirable (see Chapter 3, 4.1, and 4.2).

7.4. Where informal of testing nominees' or candidates' English, such as interviews, screen or preliminary tests, are used by TCT administrators, these be revised, standardised or abolished (see 5.3.2).

7.5. Where candidates have hitherto been asked to apply only if they have a good/fair /excellent knowledge of English, these statements be revised to ensure that women are encouraged to come forward (see 3.2, 3.3, 3.5).

7.6. ODA ensure that in all countries potential candidates nominees and their Ministries and Nominating bodies are given clear information about availability of full-time/part-time in-country ELT and UK ELT, written in a way that is encouraging to women in that particular country (see 3.3).

7.7. ODA expand the availability of in-country ELT for women and introduce greater flexibility of starting levels for women using the experience of Bangladesh (see 4.3 to 4.8).

7.8. In-country ELT schemes be appraised in relation to women's practical gender needs (user-friendliness) in matters such as organisation and timetabling of courses, non-sexist materials, attitudes of staff and students (see 4.9).

7.9. TCT seek local providers of ELT where the British Council DTEO is unable to provide language training (see 4.9).

7.10. Women nominees and candidates preferences for either UK-based or in-country ELT or both be sought and met wherever possible (see Chapter 4).

7.11. While not recommending trainees be offered UK-based ELT before reaching band 4.0 competence, it is recommended that extended pre-course ELT be offered in UK to women who want it in order to reach the higher band levels such as 6.0 or 6.5 (see Chapter 4).

7.12. Action be taken over all the specific cases of women employed in Ministries who have been unsuccessful at obtaining an award (see 3.7).

7.13. Further enquiries be made of the GOCs to find out if there are women who have not been nominated on account of the lack of English language skills, in the 19 countries where BCs/Embassies have said they could ask (see 3.8).

Recommendations relating to equal opportunities for women in TCT

7.14. ODA to increase the number and size of projects in the areas most likely to invlove women in training such as management and social sciences, medical sciences, and education (see 2.7).

7.15. British Council to conduct an internal survey in order to identify which types of training programmes are likely to yield more women trainees (see Chapter 2, 2.5, 2.6, 2.7, 2.9, 2.10.2).

1. INTRODUCTION

1.1. The context

The underrepresentation and reduced participation of women in many spheres of society, whether in education, employment, public life or government, has been well documented over the last few decades, both with regard to highly industrialized and less developed countries. Women's absence from these spheres has become a concern of the authorities in the more socially advanced of these countries. At the same time, women's wide-ranging roles as producers, traders, workers, carers, educators and organisers have been recognised as crucial to the development process by many policy-makers, aid donors and international bodies.

In this context, the then Minister for Overseas Development, Chris Patten, expressed concern about the fact that women were a minority among people coming to the UK for training through the British aid programme's Technical Cooperation Training administered by the British Council. The Minister stated in March 1988 that more women must be brought to Britain for training.

The ODA-commissioned study *Constraints to increasing the proportion of women benefitting from ODA-funded training awards* written by Patricia Holden in 1988 identified a number of reasons for the small numbers of women coming to Britain for training, among them : the priority ODA gives to project-related training; women's lesser opportunities for public sector employment together with their difficulty in achieving seniority or a record of long service; their low representation in education generally; the limited time they have to take up awards due to domestic responsibilities and social constraints on travelling alone for any distance; perceptions by those in authority that women are a 'poor risk' for awards; and lack of information about training availability (1).

Additionally, consideration has been given to the fact that in order to receive training at a British institution, trainees must have a certain level of English language competence. It is thought that this may prevent women who have not been able to acquire such competence from becoming eligible for an award. In some countries this could possibly represent a major constraint on the participation of women in the training programme.

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1) Patricia Holden, Constraints to increasing the proportion of women benefitting from O.D.A. funded training awards, Report to the ODA, 1988,(156 pp.), reasons mentioned in the Executive Summary p.vi-xi.

1.2. Purpose

The purpose of this study was to find out to what extent this was indeed a constraint. The terms of reference required us to consult British Council offices in developing countries to find out how many women are nominated for awards by their individual ministries but are not successful in obtaining the award, with a poor standard of English being the primary reason for non-selection. We were also required to enquire whether there were any women in individual ministries who ought to be nominated for awards but could not be because they lacked the English language skills required to be able to undertake the training.

The nature of the study was therefore speculative in the sense that it put forward a hypothesis about the operation of a hitherto unidentified constraint on women's participation -the English language requirement- which needed to be tested. Indeed, the existence of a pool of people who could be described as unsuccessful nominees or unnominated women was not firmly established, though it was thought to exist by the ODA in Bangladesh, Yemen and Egypt. This hypothesis rests on the assumption that trainees are required to have acquired, before receiving the award, a level of English which is of a sufficiently good standard to act as a barrier to those with lesser skills, though at the start of the research little was known about the precise nature of this standard.

The purpose of establishing whether the requirement to know English constitutes a constraint on women and whether a pool of unsuccessful female candidates in fact exists is in order to find ways of increasing the number of women coming to this country for training. To achieve this it would be particularly useful to find ways which are in the power of the administrators of the programme to influence and modify. After all, neither the ODA nor the British Council and Embassies are in a position to change the nature of the societies that trainees come from. But if it were shown that knowledge of English was a constraint, it ought to be that much easier to find a solution since it is a requirement set by the British side.

1.3. Background research and preliminary enquiries

Background research and preliminary enquiries were carried out mainly at the Spring Gardens headquarters of the British Council but also involved talking to practitioners and experts from the field of women in development and overseas students. Three major considerations were uncovered that were to have an effect on the research, the first relating to the absence of 'overview' information about TCT, the second to the level of decentralisation of the TCT programme, and the third to the individual responses of practitioners and experts to the aims of the research.

Considerations arising from background research and preliminary enquiries:

1.3.1. British Council information sources about TCT

The amount of information readily available at Spring Gardens giving an overview of TCT was limited. A complete statistical profile of the programme was not to hand, nor was there a detailed annual or 5 yearly report with information other than what is contained in the main British Council annual report.

As far as we could tell the management information system is geared -naturally enough- to the internal use of the practitioners, but that this means it is not adept at providing the kind of 'TCT at a glance' information which an outsider or a press office would find most useful. There is a large database with the basic information on all trainees in the UK, which is able to generate reports of numbers of trainees either by year, by country and region, by gender or by stage of training. However as we were primarily interested in the gender aspect, the breakdown of these variables by gender had to be specially requested and the required reports could not always be generated. As will be seen by the references and sources given in the footnotes of the report, most of the data was obtained in primary form without any analysis.

In particular no hard information was forthcoming on the aspects of the programme involving the English language testing and training. Our questions about the numbers or percentages of women/men/people receiving English language training whether in the UK or in-country or both could not be answered directly, let alone with details by country or type of training. Figures for numbers of nominees tested, their scores, or a description of the level of English language attainment, could not be obtained.

It is for this reason that we decided to include a chapter giving on overview of the place of women in TCT as a whole, even though it was not part of our brief. We consider it to contain essential background information which had to be researched as it did not exist in the right format.

1.3.2. Decentralised nature of TCT

A second major consideration of the information-gathering stage involved the decentralised nature of TCT. This refers both to the extent to which aspects of the programme vary from country to country making it impossible to obtain general answers to many questions, and the extent to which the sort of questions we were asking could not be answered centrally. In other words queries had to be referred either to each country officer at Spring Gardens or even to each post in the country concerned.

For instance, details of the nomination process, and the situation with respect to the use of the English language, which ideally we would have liked to have discussed verbally so as to get the right idea of how the programme worked, could only be obtained through the country post. This in effect meant that we were faced with the decision either to communicate in-depth and personally with a limited number of countries or more superficially with a more representative number. Also, the questionnaire itself then had to seek many answers in a standard format for all countries, thereby becoming longer and more wide-ranging.

1.3.3. Reactions of practitioners and experts

We also found that from the start, British Council staff questioned the value of the research project, because they thought that the English language requirement was not a problem for women. They anticipated that the findings would be negative in the sense that the search would reveal very few, if any, women held back or prevented from undertaking training because of their English. This did not prevent them from lending their support to us, but it did raise the question for us as researchers of how much time and effort we could ask them to give to help solve a problem that they considered already solved, a sort of non-issue. Our misgivings were confirmed by some answers to the questionnaire.

Amongst practitioners outside the British Council to whom we talked to informally for their reactions to the main issue, we found some mixed reactions. For instance, we asked Dr. Kate Young, formerly head of the Institute of Development Studies of the University of Sussex and presently Director of the charity Womankind Worldwide for her reactions to the question "Is knowledge of English a gender issue for women from developing countries?". She thought it was.

Dr. Young commented that in francophone countries there were women who could be trained but did not know any English. Similarly in Latin America women could go far up the educational and career ladder without a knowledge of English. Even those with good written skills felt they had problems speaking and understanding the British accent and sometimes felt they failed unnecessarily in oral tests.

Apart from this, access to a foreign or second language could be a gender issue. For instance monolingual people speaking only vernacular languages were more likely to be women, whereas men were more likely to have knowledge of the regional language as well. Men with secondary education are more likely to speak English as a foreign language because they have been to the better schools whereas the poorer schools tend to be the vernacular ones. Men get more language support through their work whereas women tend to cluster in the domestic ministries where there are less opportunities for international contacts which motivate and support people to improve their English.

Some practitioners dealing with overseas students already in the UK were not aware that English language difficulties affected women in a particular way. For instance, UKCOSA staff could not remember it coming up as an issue that was ever discussed at policy discussion meetings(2). The World University Service Women's Officer's view was that English was a common problem for refugee students, but that they were not aware that it affected women in a specific way except where it was part of their greater lack of educational opportunities(3).

1.4. Selection of the universe of study

Our brief had not preselected any geographical area or countries, and the proposal had suggested various alternatives. It was evident from the nature of the study that it would involve countries where there was a TCT programme as well as countries where people could have difficulties with English. TCT is available to trainees from approximately 107 countries, with the number varying according to whether one counted programmes that had recently closed or were planning to close but still had a few people undergoing training.

Initially, to divide this group into English-speaking and non-English-speaking was not possible on the basis of official information as there are many variations in the use of English in countries. Its use may be for social, educational or administrative purposes, or any combination of these.

Preliminary advice received suggested that we should not address all countries, but that we should limit ourselves. The possibilities were : a) to address only those where there was a British Council office because they would be more likely to respond with information while the Embassies and High Commissions were unlikely to respond ; b) limiting our search to the 20 biggest programmes ; c) looking only or mainly at the nine countries covered in the Holden study.

However, we could not limit the universe of the study in the ways suggested. It was decided to send the questionnaire to all TCT countries. The reasons were that it was necessary to study:
1) large programmes
2) programmes with varying rates of participation by women
3) countries where English was more likely to be a problem.

This decision is supported by the data in the following chapters.

1.5. Period of time to be covered

The timescale to be considered was to include the last three years, with the main focus being the most recent complete year available at the time of the first mailing of the questionnaire (January 1992)

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2) Interview with Alison Barty, former Deputy Executive Secretary, UKCOSA.

3) Interview with Marilyn Thompson, W.U.S. Women's Officer.

1.6. Design of the questionnaire

The complete questionnaire can be seen in Appendix 1.

The questionnaire consisted of 46 main questions spread over five sections. Part I drew on the office's records of present and past nominees and was designed to elicit the required information about the English language skills of successful candidates for awards, and about the existence of unsuccessful women and the reasons for this. Part II called for general information about the nature of the programme and the application of the English language criterion during the nomination process in that country. Part III asked administrators to give their opinions about the use of English in the country and the opportunities of women and men to acquire it. Part IV concerned the English test, known as IELTS, inviting the administrator to give their view on it and to expose any gender issue in language testing. Part V asked for information on the in-country ELT course provision and women's performance.

Each section was designed to draw on slightly different sources of information so as to spread the 'burden' of answering, namely: numerical data researched from back files and individual cases (Part I); the administrator's experience in post (part II); the administrator's individual perceptions (part IV); the English language tester's views (part IV); the ELT training administrator's experience in post, together with numerical data (part V).

Only countries providing in-country English language training (ELT) needed to answer all questions. Countries where the use of the English language is so widespread that the TCT administrators have decided that they do not need to check or test nominees' English could answer 'not applicable' to most questions but we wanted them to contribute where relevant.

1.7. Piloting of the questionnaire

The complete questionnaire could have been sent to a sample of countries to see whether the questions were understandable and suitable. However, as the country officers in Spring Gardens were at hand, we tested or discussed different sets of questions with each of them, thereby avoiding the real risk of losing the in-country post's good will by asking them to provide a preliminary as well as a definitive set of answers. With every country we discussed, the variations on procedure and programme situation grew, threatening to make a questionnaire applicable to all impossible to design.

Given this diversity, the final version was a compromise between a desire to accommodate variations, and our need to gather answers in a limited multiple choice format, and to encourage respondents to commit themselves to decisive answers as far as feasible. We felt too many open-ended questions in an already diverse universe would make it too difficult to draw firm conclusions from the replies.

1.7.1. Response to the questionnaire

We received a total of 55 replies to the 102 questionnaires sent out. Some of those replies were letters, some were letters and questionnaires and some were questionnaires only. Replies arrived slowly. There were 35 replies from British Council offices and 20 from Embassies or High Commissions. Thus we achieved just over a 50% reply rate, which was reasonable, though one might have expected virtually all functioning programmes to respond.

The details are as follows:

- 17 completed questionnaires from non-IELTS countries.
- 31 completed questionnaires from IELTS countries, including 17 of the 22 largest programmes. The missing ones are Indonesia, Sudan (which is closing), Yemen, Namibia, and Somalia (which is at war).
- 7 letters with information in lieu of completed questionnaires covering 9 further IELTS country programmes (Cote d'Ivoire-Burkina Faso-Niger, Sudan, Benin, East Jerusalem, Oman, Suva, Colombia).
- 2 letters offering to complete the questionnaire at a later date (Indonesia, Honduras - but not received or received too late).
- Of the 59 countries listed as IELTS-testing, no reply or reference of any kind was received in connection with 20 countries. In order of size of programme these were : Yemen (formerly 2 countries), Namibia, Somalia, Angola, Zaire, Maldive Islands, Madagascar, Bhutan, Paraguay, Togo, Mali, Guinea, Turkey, Burundi, Congo, Algeria, Burma, Gabon, Cape Verde, Korea.

Therefore we were able to obtain information from a large majority of the biggest and most relevant TCT programme countries, covering a substantial proportion of all awards which are subject to an English test.

Consequently, the findings we present in the following pages which are derived from the questionnaire can be considered representative of all TCT countries where a compulsory test of English is carried out.

Qualitatively, the responses were good in the sense of completeness. However, in some cases there was conflicting data. Given the constantly evolving numbers in TCT and the fact that we were not aiming to prove points through statistical exactitude, this was not a major concern.

misunderstandings and so concluded that the questionnaire had been clear enough.

CHAPTER 2.

WOMEN'S PARTICIPATION IN TECHNICAL COOPERATION TRAINING

2.1. Introduction

Technical Cooperation Training is a part of the ODA 's bilateral (as opposed to multilateral) aid effort which is implemented via other British institutions and schemes, in this case the British Council. British bilateral aid expenditure to developing countries amounted to £1042 million in 1990 and consisted of financial aid and technical cooperation. Technical Cooperation - essentially 'the transfer of skills and technology to developing countries through the provision of manpower assistance' - accounted for 43% of total bilateral aid. Of expenditure devoted to Country Technical Cooperation Programmes, £85 million was spent on 'Students and trainees', which amounted to just under one-fifth of the total(4). This is the programme administered by the British Council and has been operating in 107 countries until recently.

Trainees and students, known as Study Fellows, who gain an award come to the UK for training (with the exception of a very small number of awards for training in third countries) and are placed at an institution of higher education where they either follow a set course of study leading to an existing qualification, or undertake research leading to a Ph.D, or follow a tailor-made training programme, usually of a shorter duration, that does not lead to a qualification.

Awards may be for several years depending on the length of the training, but new awards are normally made every year in each country, the number depending on the funding available after the costs of 'continuers' have been taken into account. The total number of Study Fellows studying in the UK will therefore vary slightly throughout the year as it consists of new arrivals, continuers and imminent returnees, but adds up to a grand total of well over 12,000 for 1990/1. For instance, there were 12,478 awards taken up between 1 April 1990-31 March 1991, of which just over half, 6531, were continuers and the rest, 5947, new awards.

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[4] Overseas Development Administration, 'British Overseas Aid' Annual Review, 1990, pp.88-89.

2.2. Reduction of the overall programme

Anticipated awards for the following year 1991/2 (ending 31-3-92) amounted to a slightly lower grand total of 11,304 , but this time the proportion of new awards that were anticipated as possible for 1991/2 was over half the total at 5943, ie. greater than the number of continuers (5). The provisional figures for 1992/3 project a cumulative total of 10,823 which is again a smaller number than in 1990/1, as the following table shows.

Table 1.
Technical Cooperation Training Awards 1990-1993

April-March	Continuing awards	New awards	Total
1990/1	6531	5947	12478
1991/2	5361	5943	11304
1992/3	5089	5734	10823

Source : Extracted from British Council Technical Cooperation Training Department, Quality Control Group, printout as at 30 October 1991.

The reason for this may be a reduction in the overall size and budget of the programme, or could possibly be due to a planned longer average stay for each Study Fellow which would reduce the throughput of trainees over a period. However from the table above it appears that there is a slight reduction in new awards envisaged for 1992/3, amounting to 3.5% . And there is also a reduction in continuing awards, of 17.9% in 1991/2 with a further reduction of 5.1% in 1992/3. Therefore it appears that both the average length of training of Study Fellows has been shortened and the number of new awards reduced, leading to overall shrinkage.

2.3. Awareness of the gender issue

We found the staff of TCT Department (TCTD) very aware of the recognition women in developing countries have been receiving for their crucial role in the development process, and fully sympathetic to the ODA's interest in seeing the number of women participating in training programmes increase. One of the signs of TCTD's commitment to making progress on this issue is that monitoring of the gender of award recipients is carried out. Data is available from the years 1985/6 onwards. Data on the gender of awardees is available by country, by new arrivals, by subject area and by level of study.

Let us look at new arrivals first, since this more closely reflects recent efforts made to increase the number of women obtaining new awards. Additionally, the availability of figures for the last six years will give an idea of the trend.

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[5] British Council, TCT Department Quality Control Group computer print out.

2.4. Women's increasing share of new TCT awards

Women are still a minority in TCT but their presence has been increasing steadily as can be seen from Table 2.

Table 2.
Number of women and men taking up TCT awards 1985/6-1990/1

I April-March Year	II All Arrivals	III Men Arrivals	IV Women Arrivals	V % Yearly increase women	VI Women arrivals as % of total
1985/86	4812	4114	698	-	14.5 %
1986/87	5768	4804	964	38.0	16.7 %
1987/88	6264	5199	1065	10.5	17.0 %
1988/89	6310	5188	1122	5.4	17.8 %
1989/90	5808	4693	1115	-0.6	19.2 %
1990/91	5925	4725	1200	7.6	20.3 %

Source : Columns I-V : TCTD Quality Control Group print out as at 30-10-1991 with column VI (yearly increase in women's proportion of new arrivals) calculated on the basis of column V.

Table 2 shows that over the period 1985/6 to 1990/1, the total number of new arrivals increased in the first four years shown to 6310 in 1988/9, then decreased in 1989/90, to rise again slightly in the following year 1990/1. It remains at a level below that of 1987/8.

But in spite of the fluctuations in the total, the actual number of female arrivals has increased regularly from year to year, reaching 1200 in 1990/1. This means a 72% increase in absolute numbers of women achieved over five years, and compares very favourably with an increase in actual numbers of male arrivals of just under 15%.

As a reflection of this, the proportion of women among the new arrivals has also increased from 14.51% to 20.25% over five years, which represents an average annual increase of just under 7%, and an increase of nearly 40 % over the whole period. It therefore constitutes an important achievement, all the more so given that we are talking about actual arrivals rather than simply the number of awards TCT offered to women - which might not always be taken up. Therefore this is a substantial net increase after slippage.

The new trend's full significance can only be appreciated in context. This context includes the fact that the BC does not itself nominate people for awards, for that is up to the Government of the Country (GOC) concerned. The BC can only make

The new trend's full significance can only be appreciated in context. This context includes the fact that the BC does not itself nominate people for awards, for that is up to the Government of the Country (GOC) concerned. The BC can only make known its interest that the GOC should consider nominating more women for awards. The ODA is also subject to certain constraints in relation to its expressed interest in increasing the number of women coming for training, in so far as project-related training is constrained by the nature of the projects being supported as part of the British overseas aid effort. Lastly, since many of the awards are by their very nature for high level training for people who are quite far advanced in their careers in the public sector, the GOC choice of potential nominees is constrained by the presence of women in high level or specialist technical jobs in the public sector in any particular country.

Given these structural limitations on the implementation of any policy, let alone one of increasing women's participation, it is notable that a significant change can be and is in fact being effected in a relatively short period. How this is being done at the grass roots level would of itself be an interesting subject of study.

2.5. Women award-holders by level of study

Study Fellows come to the UK to follow a variety of courses at widely differing levels of the educational hierarchy. 10 levels are identified in the BC's database and the number of men and women studying at each level is available.

Looking at Table 3. we can see that, contrary to the commonly held image of Study Fellows (SFs) as postgraduate students, the largest single group of 4131 SFs, about a third of the total, in fact follow courses which do not lead to a recognised qualification. A further third is comprised of those on Masters and postgraduate diploma courses, with the remaining third dividing up between doctoral candidates and postdoctoral fellows, and students on less advanced courses of study.

Table 3.
Level of courses taken by SFs according to frequency and gender

LEVEL OF COURSE	No. SFs	No.WOMEN	% of MEN at each level	% of WOMEN at each level
NON QUALIFICATION	4131	709	34	28
MASTERS DEGREE	3301	756	25	29
POSTGRAD DIPLOMA	1976	408	16	16
FIRST DEGREE	1137	240	9	9
DOCTORATE	772	142	6	6
ADV.FURTHER ED.	753	218	5	8
POST DOCTORATE	224	33	2	1
TECHNICIAN/NAFE	180	25	2	1
OPERATOR/CRAFT	81	16	1	1
A LEVEL	43	18	0	1
Total N	12598	2565		
Total %	(100)	(20.4)	100	100

Source : Calculated on the basis of data supplied by British Council, TCTD Quality Control Group, 2/11/1992.

Turning our attention to gender, as seen from Table 3, we find that the overall distribution of male and female students is broadly similar, but that there are some interesting differences. A far smaller proportion of women than men come for the short courses not leading to a qualification -28% as opposed to 34%, while relatively more women -29%- are on Masters degree courses. Relatively more women are on advanced further education courses, such as two-year Higher National Diplomas, and relatively fewer women than men come to do a doctoral dissertation.

2.6. Significance of non-qualification training

However, by far the largest single group among all SFs consists of men on non-qualification courses, making up 27% of the grand total, and this gives the whole TCT training programme one of its distinguishing characteristics : project-based short term training oriented towards professional development. The fact that women are underrepresented in this category means, amongst other things, that the throughput of women is slower - fewer women on shorter courses means training for fewer numbers of women, as there are relatively more of them on masters' courses which have a longer minimum duration. Another way in which this difference comes out is that 50% of all male new arrivals in 1990/1 had come for non-qualification courses, whereas only 39% of newly arrived women did so.

Table 4.

Course of Study of SFs by Academic Level and Gender 1990-1

Course of study by academic level		Proportion of women %	Proportion of men %	Total number
1	POST DOCTORAL	14.7	85.3	224
2	DOCTORATE	18.3	81.6	772
3	MASTERS	22.9	77.1	3301
4	PG DIPLOMA	20.6	79.4	1976
5	FIRST DEGREE	21.1	78.9	1137
6	ADV.FURTHER ED.	28.9	71.0	753
7	A LEVEL	41.9	58.1	43
8	TECHNICIAN/NAFE	13.9	86.1	180
9	OPERATOR/CRAFT	19.8	80.3	81
Other:	NON QUALIFICATION*	17.2	82.8	4131
Average for all :		20.4	79.6	
Total :				12598

* note : not to be counted as high or low level.

Source: Calculated on basis of data supplied by British Council TCTD Quality Control Group, 11/2/1992.

Table 4 above, Courses of Study by Academic Level and Gender, gives an idea of the presence of female SFs at the higher and lower echelons of the educational hierarchy. Taking into account that 20.4% women was the average for 1990/1, it becomes clear that, starting at the top, women are underrepresented at the two highest levels, are averagely represented among the middle levels 3-5 from first degree to postgraduate masters, are well represented at the lower levels 6-7 of what might be called 'bookbased' study, and are very poorly represented among 'hands-on' courses of levels 8 and, to a lesser extent, 9.

From these Tables we see that some of the well known gender differences in education and training are reflected in the TCT programme despite it being perceived as an exclusive programme which might have been expected to escape some of the gender stereotypes. Thus it comes as no surprise to find that there are relatively fewer women both at the very top and at the technician ends of the spectrum, while their relative strength on the first rungs of the book-based education ladder is an indication of the catching up process that is still taking place.

2.7. Study Fellows by subject of study and gender

Gender differences are also apparent in the subject areas of the courses taken by Study Fellows, as can be seen from Table 5.

Table 5.
Study Fellows by Study Area and Gender 1990/1

	Subject area	All SFs	% women	% men
1	Social & management sciences	3140	20	80
2	Engineering	2401	2	98
3	Education	2163	32	68
4	Agriculture & food sciences	1593	15	85
5	Medical sciences	1130	36	64
6	Physical sciences	959	16	84
7	Art & humanities	395	32	68
8	Biological sciences	331	30	70
	TOTAL SFs	12112		
	Average %	(100)	(20)	(80)

Source : British Council, TCTD typescript "Subject of Study 1990/91".

From this we can see that about a quarter of all fellows (3140) study subjects from the social and management sciences, and that 20% of students in this category are women, which is exactly average. They are underrepresented above all in Engineering where they are only 2% of SFs and also in Agriculture & food sciences and in Physical sciences where they comprise 15-16% of students.

The subject area with the largest proportion of women SFs is Medical sciences, with 36% women. Education, Art & humanities and Biological sciences are further areas with a larger than average proportion of women.

The pattern of representation of women among subjects of study is not untypical of that observed in studies about the education of girls and women (even though many of these have concentrated on European countries), particularly where their absence from the fields of Engineering and the Physical sciences are concerned. Conversely their presence in the fields of Education, Art & Humanities and the Social sciences is not unexpected. Perhaps the most interesting is the relatively high proportion of women doing medical subjects, though this may reflect their presence at the lower paid end of these professions, such as nursing.

It is worth noting that there are relatively fewer women to be found studying in the larger subject areas, and relatively more in the smaller subject areas. This is probably a reflection of ODA priorities which support training in subject areas related to projects or development objectives. To a lesser extent it may also be a reflection of the preferences of nominees who are selected by their Government or candidates who put themselves forward, and of the countries' cultural traditions which channel women into certain careers.

2.8. TCT by country

2.8.1. Factors affecting the choice of country and size of programme.

TCT awards are offered on a country-specific basis. The number of awards is governed by the nature of the projects with which the ODA is involved and by the breadth of activity undertaken by the British Government in each country. Broadly speaking, the British government is more active in developing Commonwealth countries than in non-Commonwealth nations; thus there are more awards in many African rather than Latin American countries.

The size of its programmes also reflects the size of the population of the country to a considerable extent; for instance, China and India have the largest number of awards. There are exceptions such as the Falkland Islands where there are as many awards as for Costa Rica and more than for Chile or Tunisia. In some countries the programmes are only for certain 'less developed' sections of the population such as non-whites in South Africa, or the inhabitants of the West Bank, East Jerusalem and Gaza Strip, whereas there is no programme with the Israeli government.

2.8.2. Concentration and dispersion of awards:

The outcome of these factors is that there is a considerable concentration of awards in a limited number of countries, together with an extensive dispersion of awards across a wide range of other countries. For example, there were 4 countries with over 500 awards each, and a dozen with over 350 each. In fact just 15 countries accumulated about two thirds of all the awards in 1990/1. Therefore the remaining one third was spread over a large number of medium-sized countries with small programmes as well as all the small countries with concomitantly small programmes.

2.9. Participation of women in TCT by country.

The above-mentioned concentration/dispersion pattern is, naturally enough, reflected in the distribution of both male and female SFs, concentrating the majority of SFs from both sexes into a limited number of countries. But in spite of this it is remarkably clear from the data for 1990/1 that women are as a rule underrepresented in the larger programmes and better represented in the smaller ones.

For instance, women are underrepresented with respect to the TCT average in all but two of the 15 countries with programmes of over 200 awards each (out of over 12,000) which account for two thirds of the total number of awards. In the country with the largest number of awards India (1658), there are under 9% women SFs, and in the second largest, China, they represent 18% and in the third largest, Kenya, 21%. Other large programmes with fewer women than average are Bangladesh (11% of 454), Pakistan (14% of 393), Nigeria (16% of 487) and Malawi (18% of 454). The two exceptions mentioned were South Africa (38%) and Botswana (29%). In the case of South Africa the special nature of the programme must be seen as significant.

At the other end of the scale, amongst the small programmes there are no less than 17 countries in which women make up 40% or more of the awards, a proportion not found in any country with a large programme. Only one of the 17 has more than 71 awards, and most of them have under 20 awards.

2.9.1. Higher proportions of women in small programmes.

This clearly indicates that the unusually high proportions of women are found almost exclusively in small programmes, and with few exceptions in countries with small populations. In the case of tiny programmes, it might be argued that programme sizes are too small to be significant, eg. Cape Verde Islands has 100% women : 2 out of 2! But women are extremely well represented in Madagascar (68% of 34), St.Helena (67% of 45) and the Philippines (52% of 71 -though the programme is small, the population is not).

This is not to suggest that as a rule of thumb it can be said that the smaller the programme the more women are likely to be on it. Indeed there are a number of small programmes with less than 10 % women, ranging from Zaire to Liberia to Jordan. In fact of the 20 countries with the lowest proportions of women, 17 are small programmes. However, the point still holds.

2.9.2. Women well represented in parts of Africa:

Another twist to the question of size and women's representation is that there are seven medium-sized TCT programmes (100-200 awards) where women are much better represented. But four of these are in countries which have recently been involved in or indirectly affected by the conflicts of southern Africa : Namibia (34%), Mozambique (30%), Lesotho (28%), and Swaziland (27%). The higher presence of women here should be linked to the aforementioned good representation of women in the large programmes of South Africa and Botswana. Together they make up an interesting regional phenomenon (though Angola with only 6% stands out as an exception in this context) for which political as well as programme policy explanations should be sought.

Outside of southern Africa there are only four other countries with medium-sized programmes where there is an above-average number of women: Thailand (57%), Mauritius (34%) and Malaysia (30%) and Sierra Leone (26%).

2.9.3. Established explanations of women's participation:

Though no real explanations for the presence or absence of women can be offered without analysis of the particular situation of women and the nature of e TCT in each country, the evidence above connects with two well known theses on women's participation in public and political life.

One is that where certain posts, jobs or positions are perceived as highly desirable women have more difficulty in attaining them than if they are less coveted. In other words it is thought that the degree of competition is a crucial factor influencing women's chances. So though we might have thought that small programmes were more competitive and large ones left more room for the inclusion of women, this depends on the size of the educated population in each country. A large educated population increases the competition for public sector posts and hence to the awards. Some of the small programmes with larger proportions of women may be countries where there is an optimum balance between the number of awards on offer and the size of the public sector, or the governing elite, from which nominees are drawn.

Another thesis is that women often come to the fore achieving positions of public and political responsibility in periods of political change, especially revolutionary change and change initiated by the left. This would be pertinent to investigate in relation to southern Africa.

2.10. The participation of women in English-speaking versus non-English-speaking countries

In view of this study's main objectives, let us attempt an overview of the TCT programmes that are affected by the English language requirements, and the presence of women SFs within them.

Our first concern in this respect was to establish which countries could be called 'English-speaking'. This is in fact a rather crude label. The English language has a range of different statuses such as 'foreign', 'second', 'third', 'official', 'language of government' and 'lingua franca' throughout the world, which is also constantly evolving. An accurate description of the competency in English of potential SFs of a country would, it rapidly became clear, have to be part of the research project.

Fortunately we were soon provided with an instrument that was greatly to facilitate the task of identifying the countries in which women were most likely to experience the English language as a barrier : a list of countries where it was obligatory or discretionary for TCT candidates to take the IELTS test, the test of English standardly used for TCT. The decision to use the test is internal to the British Council based on in-country experience and is therefore likely to be an accurate reflection of the average public sector employee's competency. From this we were able to identify what we have called 'the IELTS countries' and establish what part they play in TCT.

The IELTS countries are for the most part countries in East and South East Asia, North East Africa and the Gulf, the former African colonies of France, Belgium, Italy and Portugal , Latin (central and south) America, as well as Cyprus. The non-IELTS countries are the former British colonies in Africa and the Caribbean, India, and a series of islands in the Atlantic the Pacific, the Indian Ocean and the Mediterranean (Malta and the Gibraltar peninsula).

In a number of countries the English test was discretionary in 1987. However where our survey has shown that it was no longer or hardly ever used by 1992, the data has been modified to take account of this.

2.10.1. IELTS countries as a minority:

From Table 6 we can see that the bulk of all SFs and the bulk of women come from non-IELTS countries. Women from IELTS countries are just under 40% of all women in TCT. As to their representation within each block of countries, it is not substantially different, just over one percentage point less than in the non-IELTS countries for 1990/1. One would have to compare this with other years before being able to say whether as a rule there are relatively fewer women coming from IELTS countries.

Table 6.
Participation of women in TCT according to use of IELTS in country (1990/1)

	Women		All SFs		% Women
	No.	%	No.	%	SFs
IELTS countries	994	(40)	5023	(41)	19.3
Non-IELTS countries	1339	(53)	6502	(53)	20.6
Discretionary use of IELTS	213	(7)	839	(6)	23.9
All	2502	(100)	12232	(100)	(20.4)

Source : Calculated on the basis of information contained in British Council, a) English Tuition Coordination Unit "ELTS Requirement for Overseas Students studying in UK under British Council auspices", March 1987 ; and b) TCTD Quality Control Group typescript "Number of TCTP SFs by Country broken down by Gender", 1990/1.

Table 6 shows that it is the representation of women in the countries where the IELTS is discretionary that is slightly above average, 23.9 %. In this small group of 7 countries there is an above average number of women from the Occupied Territories (31%), Gibraltar (40%), and Lesotho (28%) which pull up the average. But no conclusions can be drawn as it is not clear what 'discretionary' use of the test means in practice.

More importantly, our research revealed the number of IELTS countries to have shrunk, with countries such as South Africa, Botswana, Swaziland and Mauritius now stating that they do not use this test.

2.10.2. Best representation of women in small non-IELTS programmes

If we further subdivide these blocks of countries into large and small programmes, a slightly different pattern appears:

Table 7.
Participation of women by use of IELTS and size of TCT

Groups of countries		Large Prog. >100 SFs % women	Small prog. <100 SFs % women
IELTS-country programmes	:	19.8	18.0
of which all Latin America	:		24.2
non-IELTS progs	:	18.9	32.8
Discretionary use progs	:	24.7	21.3
Average % of women in TCT	:	(20.4)	

Source : Calculated on basis of data and sources of table 6.

There is a greater participation of women in TCT in three groups of countries. Firstly, it is the smaller non-IELTS programmes that they do best in (32.8%). This group of countries is remarkably homogeneous : 14 of the 25 are in the Caribbean and 23 of the 25 are islands - clearly a phenomenon worth investigating for an explanation based either on social factors or the nature of TCT.

The second group, the larger programmes where the use of IELTS is discretionary, there is 24.7% women, also above average. This is due to the inclusion of Lesotho, already mentioned as part of the southern African phenomenon, and East Jerusalem for which there may be a specific explanation. It is, once again, an area of political conflict where women's roles may be altered.

Thirdly, if we single out Latin American countries amongst the group of small IELTS programmes, we find that women's participation is several points above average. That means that in the other small IELTS programmes there are even fewer women, for instance in Cameroon, Ethiopia, Jordan, Somalia, Morocco, Zaire, and Angola. Therefore it is clear that the IELTS countries are by no means homogeneous when it comes to the presence of women amongst Study Fellows.

Table 7 shows that the variations in the participation of women are more significant when the size of the programme is taken into account, than when the status of the English test is. Programme size, reflecting social and political factors of the country as well as ODA policy considerations, affects the presence of women to a far larger degree than the knowledge of the English language.

2.11. Summary:

To sum up this chapter on the presence of women in TCT before going on to deal with the results of the survey, we have seen that on the basis of data relating to 1990/1 :

a) the size of the TCT appears to be shrinking.

b) the largest single group of SFs come for non-qualification courses and this is especially true of men;

c) still only one in five SFs was a woman, though there has been a marked improvement in recent years;

d) women are relatively better represented at the lower levels of book-based courses ;

e) women are particularly underrepresented in the higher levels of book-based courses, and in all levels of hands-on courses;

f) the subject area of social and management sciences is the largest subject of study for both sexes, but women are most frequently to be found among the medical sciences;

g) two thirds of TCT is concentrated in only 15 countries and the remaining third is widely dispersed;

h) women are severely underrepresented in countries with large programmes. They are relatively better represented in a range of small programmes.

i) the IELTS countries account for only 40% of total TCT awards.

j) the representation of women does not vary very significantly between IELTS and non-IELTS countries in general, but they are better represented in small, non-IELTS countries.

CHAPTER 3.

THE ROLE OF THE GOVERNMENT OF THE COUNTRY (GOC) IN APPLYING THE ENGLISH LANGUAGE CRITERION

3.1 Introduction: The English language factor in TCT

Side by side with technical and development-oriented training, the TCT includes a large English language training (ELT) operation which underpins it and, to some extent, is essential to it. This is a consequence of the fact that in order that prospective students may follow advanced academic or book-based courses, the higher education institutions (HEI) require them to be able to use the English language at approximately the same level as the British students with whom for the most part they will be sharing their courses.

The levels required by the HEI vary from institution to institution and course to course, and are best described using the IELTS test descriptions of language skills which are also expressed in a band score. These range from Expert User with Band 9 at the top to Non User with band 1 at the bottom. Academic institutions most frequently take students with skills within the Good User (Band 7), Competent User (Band 6) and Modest User (Band 5) range, with the British Council recommending them to adopt a minimum band score of 5.5, which is between the Modest User and the Competent User.

However, as the larger part of study fellows come for non-qualification courses, a degree of flexibility can be introduced. Furthermore for the more practical and technical courses (other than undergraduate or postgraduate) trainees can be admitted after having taken the General Training Module rather than the Academics of the IELTS test. In this study we are concerned with the Academic Modules.

Apart from the HEI's requirements, the ODA asks for English language skills as one of the basic criteria for eligibility for training, though project-related awards are treated in a different way in so far as trainees may start from far lower levels of competency in English. We were informed this was particularly the case if they occupied key positions on the project.

In this context, the role of ELT is to bridge any gap that may arise between nominees' English language skills and the specific levels of competency required by the HEI for specific courses. The size of this gap will vary from year to year according to the needs of the trainees.

ELT provision takes place both in the UK prior to commencement of training (PCELT) and in some countries in-country ELT is available, also mostly funded by the ODA. It has been available in 12 countries, mostly but not always as a part of the British Council's fee-paying English language courses, the Direct Teaching of English Operations (DTEOs). Additionally, we found that in some countries small numbers of trainees can be offered ELT in local English language academies if they are part of a project that is financed by the ODA.

In 1990/1 1225 trainees received ELT in the UK, for periods which varied from a few weeks to several months. In that year the training amounted to a total of 9792 tuition weeks of 20 hours. This means an average per trainee of 8 tuition weeks or 160 hours of tuition each (6).

We enquired about the number or proportion of women receiving ELT in the UK and whether there was an awareness of any gender issue in the way this part of the training system operated. No gender issues were reported. There are no readily accessible figures for the number of women undergoing training which would have enabled us to compare women's participation in ELT with their overall presence in TCT.

In order to do this, we would have had to carry out a primary sifting of individual records, using for instance the print out of the more than 5000 new arrivals during 1990/1 in order to ascertain their sex, and to deduce from the gap between the date of their arrival the UK and the date of commencement of their course of training what the length of ELT had been. In practise it was impossible to undertake such a task within the timescale of this study. The reasons why it is not crucial are detailed later.

3.2. The role of the English language criterion in the selection procedure

It is normally the practise of the British side to invite the GOC to put forward nominations for TCT awards, though some 'open' programmes invite members of the public to put themselves forward in the first instance. In the majority of countries where language is not tested, it was reported that selection is primarily in the hands of the GOC.

However where it is compulsory for nominees and candidates to take the IELTS test or provide proof of their English language proficiency, the role of the British side in the selection process is necessarily enhanced. Indeed, given the length and thoroughness of the IELTS, it is possible that from the candidates' point of view it could be quite a daunting hurdle in the selection process.

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6) Information obtained from the Placement Unit, English Language Division, The British Council.

3.3. Who applies the English language criterion?

We were informed that it is the British side that has the final say concerning a nominee's English skills. Nevertheless we supposed, as a first hypothesis, that the English language criterion has, so to speak, a life of its own and could be a factor which influences governments in their choices in the early stages of the nomination process, as well as the candidates themselves.

Therefore in the questionnaire we explored the extent to which the need for nominees to have a good knowledge of English was spelled out to the governments of TCT countries. We also asked how far they used it as an additional selection criterion - whether prompted or of their own accord- even though nominees would be required to take the IELTS test anyway.

A second hypothesis was that if governments were making their selection from amongst a pool of people who already had good English language skills, and this had become a traditional way of viewing suitability for TCT, then it would mean that there were bound to be a number of women or men in the ministries who were overlooked as potential candidates. They would in fact be in a sphere that was beyond the reach of the BC or the Embassy.

3.3.1. Is the Government Of the Country (GOC) asked to use English as a criterion?

We found that in 11 countries out of 28 country responses on this subject, the BC does indeed ask the GOC to select on this basis, including 2 countries where most or all of the TCT was for EFL teachers. In a further 3 countries, even though the BC did not issue a specific request, it was generally understood that English language competence was a basis for selection. In the case of Bangladesh, the GOC was asked to select on this basis only for the specific fields of nursing and irrigation but the office felt that "it is difficult to get agreement on this procedure", so it is not included in the 11 mentioned above.

Therefore in 14 countries, just half of the 28 responding, we found that the GOC is actually asked to play a role in filtering potential candidates on the basis of English, and is also recognised as doing so by the British side. Additionally in 1 country, Thailand, the BC does not ask simply because there is no need, as the GOC tests English of its own accord.

In a further set of 13 countries where the IELTS is used, the replies indicate that the GOC was not asked to make English a criterion, ticking the reason "because the British Council/Embassy tests English after nominations are received" (hereafter BC/BE).

Therefore we can say that in half the countries the British side requests the GOC to use the English criterion, and in the other half it does not. We would add that the implicit nature of the criterion should not be overlooked. For even where the BC/BE does not ask the GOC to select on the basis of English, it is probable that knowledge of English operates as a filter even where the BC considered it took on the responsibility of sorting out nominees' standard.

3.3.2. Varying skills levels requested by the BC

We found that there is quite a wide range of wording used for the English language level requested by the BC, ranging from "an excellent level of English" to "a very good knowledge" to a "good" or"a fairly good "command to "an adequate level"to "sufficient English to be able to follow [a course]". Equally, in one case no level was specified though it was said that nominees "are required to pass an English test".

It is not clear from responses whether the different wordings are designed to give different signals, in other words to encourage nominees to come forward at, or near, a certain level which is appropriate for the programme in that country ; or, whether not much thought has been given to this initial requirement, perhaps because English skills will be tested later anyway.

3.4. How the GOC applies the criterion

The questionnaire asked: *" Does the nominating body use knowledge of English as one of its own criteria for selecting nominees ? "[Yes/No].* (Q.15); as well as *" What level of English does the nominating body consider a minimum for nominating someone ?* [open] (Q.16); and *"Does the nominating body apply a test or informal assessment ? "[Yes/No] (Q.17).*

Responses showed that whatever the initial criterion suggested by the British side, in two out of three countries, 19 out of 28 IELTS countries, the GOC does in fact use knowledge of English as one of its own criteria for selecting nominees. This suggests that the implicit yet recognised nature of the criterion is well established, with more Governments notionally using it than have explicitly been asked to do so by the BC/BE.

In most cases, though definitely a criterion, it is not a stringent one or a precise or universal one, judging by the responses. Few administering offices were in a position to say what the GOC would consider a minimum level of English, and responses varied from the equivalent of about Band 3.0 in the IELTS, or "intermediate" to "the equivalent of Band 5.0". In some cases this simply meant that the GOC accepted the BC's evaluation on the matter.

3.4.1. An informal criterion in most countries:

Responses also showed that the criterion was mostly applied informally. In nearly all countries the English criterion is informally applied without a test being conducted (the example from Senegal "Do you speak English ? - Yes, some" must surely capture the spirit of the 'assessment' in many places).

3.4.2. A formal criterion: three governments set their own English test

There were only 3 nominating authorities who did any form of testing themselves. The outstanding cases were China and Thailand. In China the nominating bodies apply their own "English Proficiency Test" which all potential candidates must take. The minimum score they are supposed to get is "roughly equivalent to 5.0 in the IELTS". In other words, the people allowed to go forward for in-country ELT have already achieved an equivalent of level 5.0 and are already 'modest users'.

In Thailand, the central nominating body, the Department of Technical and Economic Cooperation, also uses its own test, and nominate people who achieve a standard approximately similar to the IELTS score of 4.0-4.5.

The third exception is Malaysia which also has its own test, with the aid of which it establishes a minimum level of English which is "apparently the level which would be acceptable to the BC" (ie. in Malaysia, the equivalent of Band 5.0 in the IELTS). No further details of these tests were given.

3.5. Informal self-selection by candidates

We also found that in a few countries the system allowed for people to eliminate themselves. In 4 countries where the awards are 'open' (Chile, Peru, Colombia and Mauritania), meaning that any public sector employee, or in some cases any person, can apply in the first instance, the candidates are asked to self-select on the basis of their English. In a programme such as Chile's where "recruitment is mostly by public advertisement", it is indicated that "an excellent level of English is required". In Colombia, a "good level" is requested plus proof in the form of an IELTS or a Michigan test.

Therefore it must be the case that candidates select or eliminate themselves on the basis of their knowledge of English even before they come to the attention of the nominating body or the BC.

3.5.1. Invisible pre-selection filter of women and men

Whether it is by the GOC or the candidates themselves, there appears to be an area not visible from the British side in which a pre-selection takes place on the basis of informally-perceived standards of English. It can be said to exist in 19 countries.

How far the pre-selection affects women, or whether it affects them to a greater extent than men, is not possible to say. But in view of the quite well-established notion that women's skills tend to be underestimated both by themselves and by others, it may be that more women than men are held back or overlooked on the basis of an impressionistic concept of having to have good English.

3.6. Potential nominees eliminated by GOC

The next question *"As far as you are able to judge, does the nominating body ever refrain from nominating a person because it considers s/he lacks the required level of English ?"* (Q.18) was designed to follow on from the previous ones, so that if English had been used actively as a selection criterion by the GOC, we expected the answer to be affirmative, showing that people were indeed disqualified on account of their English ; whereas if the GOC had not referred to language skills in its nomination process, then we expected a negative answer, showing that people with poor English skills could be nominated anyway.

The answers, based on responses from 30 countries including one non-IELTS country were as follows :

- 7 countries thought the GOC "frequently" refrained from nominating a person on account of their insufficient English language skills.

- 8 countries thought the GOC "occasionally" did so (including Sierra Leone where the IELTS is not compulsory).

- plus 1 country which "suspects" it may happen which could be added to this category.

- 7 countries thought the GOC "rarely" did so, of which 3 specified they meant 'never'. This included Bangladesh and Pakistan where many nominees with poor English are put forward, as well as Bolivia, Chile, Cyprus, Mozambique and Morocco.

- 5 countries thought it was "impossible to say" (excluding the one which chose this answer but "suspects" that the GOC does) - Ecuador, Egypt, Guinea-Bissau, Jordan, Mauritania.

- 2 countries thought the question was "not applicable" because "only occasionally are the GOC asked to select nominees" in the case of Peru, and because it was a joint selection process in the case of Colombia.

We see from the above that in a total of 15 out of 30 countries the GOC frequently or occasionally refrains from nominating a potential trainee on account of their English.

3.6.1. Consistency between GOCs who use English as a criterion for selecting and GOCs who refrain from nominating on this basis

It would seem logical that if a government did select on this basis, they would be bound to have to reject certain candidates. Therefore we expected that offices replying affirmatively to Q.15 would also do so to Q. 18. This is indeed the case.

Of the 17 offices who say the Government of the Country uses English as a criterion, 13 also say it "frequently" or "occasionally" refrains from nominating people on this basis, showing the consistency we expected.

Of the 4 offices which do not, two reply it is "impossible to say". A third (Cyprus) replies "rarely" because in fact the GOC only has to apply the criterion "if it appears to present a real problem" which is rarely the case as most people have sufficient English. The fourth (Bolivia) is the only one which replies "rarely".

3.7. Numbers of women disqualified by their English as candidates for training

Having established whether or not there could be potential candidates disqualified on account of their English, a further question asked the BC/BE to let us know whether they actually knew of or suspected the existence of any women in this category : *"Do you or your colleagues in the BC/Embassy office have any knowledge of the existence of individual* ***women*** *working in the public sector who might be suitable nominees for TCT if it weren't for the fact that they appear not to have sufficient English language skills?" (Question 19).*

This question was prefaced with a special request for a careful answer because it was one of the key questions in the study, and in particular, it was the question that we were asking the British side to answer rather than addressing the GOC Nominating Body ourselves, on the advice of TCTD Spring Gardens. The answers were as follows :

Table 8.
Knowledge of women in the public sector who might be suitable nominees

Offices choosing "Yes, we know of specific cases":		4
Offices choosing "There are indications of possible cases":		7
Offices choosing "No, we have no knowledge of any cases":		20
Number of IELTS country offices responding:	(30)	
Number of non-IELTS country offices responding	(1)	= 31

Source : Replies to questionnaires, Q.19.

From this we see that in a clear majority of countries responding, 20 out of 31, the BC or Embassy has no knowledge of the existence of women in the public sector who might have been overlooked as candidates for awards because their English was not sufficient. It is not a surprising finding, since the British side cannot be expected to have such a wide-ranging contact with people from the public sector that they would know.

However, it is significant that in 11 countries, over a third, even the potential candidates for TCT are known in person or else there are indications of their existence.

3.7.1. Specific and possible cases of women disqualified by their English.

Offices were asked to put a figure to the number of women who might have been suitable nominees if it had not been for their English. There were, understandably, fewer responses.

Table 9.
Number of women working in public sector who might be suitable nominees for TCT if it were not for the English Language requirement

1992		1990/1	1992		1990/1
Specific cases		Women in TCT	Estimated possible cases		Women in TCT
Bangladesh	- 250	50	Senegal	- 10+	7
Bolivia	- 10+	4	Costa Rica	- 5	4
Peru	- 4	17	Guinea Bissau	- 2	0
Mozambique	- 5	60	China	- yes	180
			Nepal	- yes	16
			Sri Lanka	- yes	51
			Chile	- yes	3

Source : Returned questionnaires, Q.19.

The outstanding result is obviously the finding that there are an estimated 250 women in Bangladesh who would be suitable for training if it were not for the fact that they appear not to have sufficient English - five times the number already in training. This is the case in spite of the fact that the GOC "never" refrains from nominating someone just on account of their English, in other words even though they already nominate people with minimal English language skills, there are still a large number of women left behind. It gives a good indication of the magnitude of the problem surrounding English in Bangladesh which we address specifically later.

Apart from this result, the rest of the findings are not numerically significant in the context of the approximately 2500 women involved in the whole TCT nor again in the context of approximately 1000 women from IELTS countries already in training, even if a likely shrinkage of the total volume of Study Fellows is likely to have occurred by 1992.

The absence of a clear body of women who can be counted is partly due to the sheer difficulty of even making a guesstimate. For instance in China, the BC comments "It is quite clear from our experience that there are cases (there are bound to be) but one could not begin to attempt to put a number on them".

3.7.2. Pool of potential women trainees

However, in individual countries such as Bolivia, Costa Rica and Senegal, the number of women in TCT could be more than doubled if the English requirements were relaxed. And if one supposed there was a handful of women in the countries unable to guesstimate, the impact would be significant in Chile since there are so few women involved. It would be quite significant in Nepal where the GOC "occasionally" refrains from nominating people because of their English. But it would probably make only a marginal difference in Sri Lanka where there are already 50 women in TCT and the GOC only "occasionally" refrains from nominating people on the grounds of English.

Additionally the fact that there are offices who have no knowledge of cases does not preclude the existence of women who have been overlooked in countries where the GOC "frequently" refrains from nominating people on the grounds of their English, such as Brazil, Panama, Chad, Cameroon, and Central African Republic. And there may also be some women in Malaysia, Thailand and Tunisia where the GOC "occasionally" refrains from nominating people; as well as in Ecuador, Egypt Guinea-Bissau, Jordan and Mauritania where it is "impossible to say" what the GOC does in this respect.

3.8. EFL-only programmes

It must be remembered that in several of the IELTS countries the TCTs are only or mainly for training teachers of EFL. Therefore the questionnaire did not fully apply since nominations must obviously be based on their English qualifications but these are already up to proficiency or degree standard. Central African Republic is such a case. Countries not returning complete questionnaires on account of this include Cote d'Ivoire/Burkina Faso/Niger (all run from the British Embassy in Abidjan) where the programme was (it is closing) entirely for ODA-funded ELT projects.

Lastly, programme closures also affect this issue in so far as there may be women who would be suitable for training in Sudan, Somalia, Paraguay, Cote d'Ivoire, Burkina Faso, Niger, Rwanda, Benin but the question is no longer relevant as no further awards are being offered.

3.9. Obtaining the information directly from GOC:

Our questionnaire also asked : "*Could the BC/Embassy ask the nominating body or ministries directly whether there are any people, particularly women who have not been nominated because they are considered to have insufficient English language skills*

?" *(Q.20)*. The answers were as follows :

"Yes" - 19 countries:

Bangladesh (but the BC says there's no point), Bolivia, Brazil, Central African Rep., Chad, Cameroon, China, Ecuador, Egypt, Ethiopia (but the BC doesn't expect to find any), Guinea-Bissau, Jordan, Malaysia, Mozambique, Panama, Senegal, Sri Lanka, Thailand, Tunisia, Vanuatu.

"No" - 8 countries, giving the reason as :

Chile : "recruitment is mostly by public advertisement" which implies selection is by a joint board, so candidates only formally "nominated" by CONYCIT.
Cyprus : BC participates in selection and "ensures candidates English is not prohibitive for nomination" ie. nomination takes place after English has been tested.
Ecuador : "bureaucracy too big and clumsy"
India : "we do not interfere in their selection procedure".
Mauritania : awards for ELT only, by open competition.
Mexico : "selection is through open competition" (in fact nomination takes place after English has been tested).
Morocco : there is no central nominating body.
Nepal : because the nominating body does not assess English language proficiency" ie they have no way of judging.
Pakistan : "not a relevant question" (nominees often have quite poor English).

"Not applicable" - 2 countries:

Peru, Colombia

Source : Returned questionnaires and accompanying comments.

In a majority of countries responding to this question the BC or Embassy was willing to ask its contacts in the nominating bodies whether there were any women who were not being considered for training because their English was known or considered to be inadequate. However in Bangladesh it was thought there would be no point in asking since it was already well known that there were large numbers of women in such a situation. In Ethiopia the comment was that "the main problem is that enough women aren't being recruited into the public sector. Those that graduate from an institution of higher education and get into the sector, tend to have good ELT skills".

3.10. Brief Summary:

Our findings are that in just over half the IELTS countries which responded, it is not just the BC who selects on the basis of English skills, but also the nominating body(ies) and the candidates themselves. This must be read in the context of the other selection criteria for training, such as educational and professional qualifications which have more weight in the first instance.

Nevertheless, there is an invisible and intangible sphere in which people, hence also women, can be overlooked or eliminated.

CHAPTER 4.

THE ROLE OF THE BRITISH COUNCIL OR EMBASSY, ETC. IN APPLYING THE ENGLISH LANGUAGE CRITERION

4.1. Introduction

It was not our brief to examine the exact role of the British side in individual countries or to draw a general picture of the nomination process as such. The questionnaire therefore did not invite open-ended answers describing the whole process in each country, but posed specific questions designed to solicit exact or supporting information concerning the possible exclusion of women through the English language requirement.

From the information given us at Spring Gardens and from what we glean from the responses, it seems that in the majority of countries, the number and type of awards is drawn up by the British side in accordance with the ODA's 'Keysheet' which has taken into account the development priorities of the GOC. It is the GOC, through a public body which coordinates the selection made by individual ministries and state institutions, which provides the names of the chosen trainees. The British side for the most part does not question this selection except, in IELTS countries, in the area of their language competence.

There are a few variations on this model worth noting. In one or two countries, such as Peru, it is not the GOC who generates the nominations because the TCT is an 'open' programme to which public sector employees apply of their own volition. This is sometimes called "a scholarship programme" where awards primarily enhance the holder's personal expertise and are not linked to projects with specified developmental aims.

Another variation occurs when the candidates take the IELTS early on as part of the initial application (Chile) or before nomination by a joint board.

4.2. Bridging the language skills gap in a variety of ways

The role of the BC where English language is concerned is to assess whether a nominee or candidate possesses the language skills recommended in order to benefit fully from TCT and, where a gap occurs between achieved and desirable skills, to offer and provide a course of English that will bridge it. Alternatively, if the gap is judged too wide to bridge within the available timescale, the BC/Embassy's role is to withhold or delay the award. All in all we found that the ethos of the ELT system from the BC's point of view was supportive. It was conceived as a support to nominees, rather than an additional hurdle. We view this as particularly appropriate where Governments have already nominated the people they wish to see trained.

In most IELTS countries there is only one way to bridge the skills gap - by a pre-training course of English held in the UK, known as 'pre-course English language training' -PCELT. However in some countries, the BC also has a direct teaching operation -

DTEO, through which it is able to offer future trainees the language tuition they need. In addition there are a few cases where local English language tuition can be funded for project-related nominees, even if no DTEO exists.

Offices in countries where there is the possibility of training nominees locally are in a position to take them on with a standard of English that is below that required before nominees can travel to the UK for ELT there. This could have an effect on the selection process, in the sense that access to TCT could be widened where there is in-country training. But it is not necessarily the case, since an in-country ELT operation may be run as an alternative to UK ELT and is able to require the same rather than a lower entry level.

We found that these practices are not established or controlled from the centre, and that each country could apply the system in a slightly different way. As a result, the English language skills requirement displays considerable variation. Furthermore, each country has its own minimum skills level with which nominees can proceed to UK-based ELT. Additionally, each candidate will be subject to an individual requirement which depends on the type of course they are to follow and the institution at which they are planning to study.

4.3. The minimum English skills requirements

As part of our brief it was agreed that we would consider whether a) the possibility of applying different minimum English requirements to women from those applied to men would be of benefit to women; b) whether the latter would help to increase the number of women coming for training; and c) how far if at all the BC was already applying different requirements to men and women for this purpose.

Therefore the questionnaire was designed to assess both the variations between countries and any differences between the sexes in the requirements, since this information was not obtainable centrally. The findings are contained in the following table, and are analysed point by point in the next sections.

Table 10.

Minimum scores in preliminary English tests and IELTS for nominees to proceed to in-country or UK ELT, by country and gender

IELTS country by size of TCT		In-country ELT(1) Men	Women	UK ELT (IELTS) Men	Women	% women/ all 1990/1 SFs
1	CHINA	5.0	5.0	6.0	6.0	18
2	BANGLADE	5.0	2.0	5.0	4.0	11
3	PAKISTAN	n/a	n/a	2.5 (2)	2.5	14
4	INDONESIA	*	*	*	*	22
5	SUDAN	*	*	*	*	19
6	MOZAMBIQ	3.5	3.5	5.0	5.0	30
7	NEPAL	4.0	4.0	4.5	4.5	8
8	SRI LANK	3.5	3.5	5.0	5.0	28
9	MALAYSIA	n/a	n/a	5.0	5.0	30
10	YEMEN AR	*	*	*	*	6
11	NAMIBIA	*	*	*	*	35
12	THAILAND	n/a	n/a	4.5	4.5	58
13	EGYPT	4.0	4.0	4.5	4.5	15
14	MEXICO	n/a	n/a	5.0	5.0	21
15	CAMEROON	n/a	n/a	4.0	4.0	15
16	COLOMBIA	n/a	n/a	both variable		28
17	ETHIOPIA	n/a	n/a	4.0	3.5	12
18	JORDAN	4.0	4.0	5.5	5.5	8
19	BRAZIL	4.0	4.0	5.0	5.0	22
20	SOMALIDR	*	*	*	*	8
21	PERU	beginner (3)	begin.	5.0	5.0	32
22	MOROCCO	4.0	4.0	4.0	4.0	12
23	ANGOLA	*	*	*	*	6
24	ZAIRE	*	*	*	*	0
25	MALDIVE	*	*	*	*	26
26	BOLIVIA	n/a	n/a	6.0	6.0	10
27	ECUADOR	4.0 Sec.I	4.0	) 6.0	) 6.0	32
		5.5Sec.II	5.5	)	)	
28	SENEGAL	3.0	3.0	4.0	4.0	19
29	MADAGASC	*	*	*	*	68
30	OMAN	*	*	*	*	17
31	BHUTAN	*	*	*	*	26
32	PARAGUAY	*	*	*	*	32
33	NIGER	*	*	*	*	17
34	COSTARICA	n/a	n/a	4.0	4.0	17
35	IVORY CO	n/a	n/a	ELT programme		17
36	YEMEN PR	*		*	*	40
37	TOGO	*		*	*	10
38	TUNISIA	n/a	n/a	4.5	4.5	26
39	CYPRUS	n/a	n/a	5.0	5.0	28
40	CHILE	n/a	n/a	5.0	5.0	17
41	MALI	*		*	*	0
42	BURKINA	*		*	*	29
43	GUINEA	*		*	*	6
44	TURKEY	*		*	*	57
45	PANAMA	n/a	n/a	5.0	5.0	36
46	RWANDA	n/a	n/a	closing	*	0
47	HONDURAS	*	*	*	*	42
48	CHAD	n/a	n/a	4.0	4.0	9
49	BURUNDI.	*	*	*	*	40

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50	MAURITAN(ELT)	n/a	n/a	5.0	5.0	20
51	CEN.AF.R	n/a	n/a	4.5	3.5	10
52	CONGO	*	*	*	*	25
54	BENIN	*	*	*	*	14
55	ALGERIA	*	*	*	*	60
56	BURMA	*	*	*	*	20
57	GABON	*	*	*	*	20
58	GUINEA BISSAU	n/a	n/a	4.0	4.0	0
59	CAPE VER	*	*	*	*	100
60	KOREA	*	*	*	*	0

* = missing data
n/a= in-country ELT not available
(1) Only available where a score equivalent to IELTS is given.
(2) Minimum allowed for target groups only eg. nurses; no minimum level imposed for women or for people from rural areas.
(3) In-country ELT is only for project-related nominees who may have no previous knowledge of English.

Source : Returned questionnaires.

4.4. Minimum levels of English in programmes with in-country ELT

The countries in which the TCT offers in-country ELT to nominees are those where a minimum score is given in the relevant column (see note 1). These are mainly countries which have a DTEO (Direct Teaching of English Operation), plus a few countries where ELT is offered on a limited basis mainly to project-related trainees (as in note 3).

If we look first to see where in-country ELT occurs, we see from the above Table that 5 of the largest 8 TCTs offer it, while the remaining 7 in-country ELT courses are spread out among smaller programmes. The large programmes without in-country ELT are Sudan where the programme is closing, and Pakistan. This leaves Pakistan as the largest programme without in-country ELT facilities - a slight anomaly that may be compensated for by its correspondingly lower IELTS requirements for UK ELT. No data was supplied for Indonesia.

We found that the occurrence of in-country training facilities is not related to an explicit policy designed to widen access to TCT in countries where English could present a problem for potential trainees. This is because most of the operations are set up as income-generating ventures in countries where there is sufficient private demand (7), rather than where trainees' needs are perceived as greatest, though the two may conveniently overlap.

Consistent with the suggestion that access is not widened, the Table shows that the minimum English starting level is no lower

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[7] British Council, Central Management of Direct Training.

for most in-country ELT than the 'general rule' 4.0 minimum for UK ELT. Where exceptions occur such as in Sri Lanka and Mozambique (3.5), Senegal (3.0) (8) and women in Bangladesh, it is mainly for project-related trainees only or special cases like women. Therefore the DTO-based in-country ELT programmes on the whole do not provide an across-the-board new opportunity to get into TCT for people with lesser skills who would otherwise not be taken on.

4.5. Relationship between the minimum levels for in-country and UK ELT

However, in individual countries starting levels for in-country ELT are nearly always lower than the IELTS level set by TCT for that country, even if they are no lower than the general minimum for UK ELT. The gap between the two levels within each individual country gives an idea of the skills improvement expected from the average nominee, which is also different in each country but does not exceed two whole bands. It ranges from 0.5 in Nepal and Egypt, to 1.0 in China and Senegal and 1.5 in Mozambique, Sri Lanka and Jordan, and 1.5-2.0 in Ecuador.

The available data suggests that there is no single minimum level of English language skills required but a variety of permissible starting points. This fact means that it is not possible to establish that the English language requirement is generally-speaking either higher or lower in programmes with in-country ELT in comparison with the rest. There is a spread across the range from 4.0 to 6.0.

In this sense one can say that in-country ELT does not provide support to a pre-defined level of English language acquisition across the board - for instance, turning Band 3.0 Extremely Limited Users into Band 4.0 Limited Users before they go on to further English training in the UK. But it does in most cases where it is available provide opportunities for an individual nominee who is already at least at the 'limited user' stage to improve and reach the desired level set for a particular country.

4.6. The different IELTS minimum levels by country

Turning to the IELTS minimum bands used by the various countries, we found that for purposes of analysis these could be divided into two tiers, a more demanding one of 5.0 and above and a less demanding one of 4.5 and below, with respondents dividing equally 12-12.

4.6.1. More demanding programmes

On the more demanding side, we found three very different programmes to be the most demanding, China , Bolivia and

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(8) Senegal and Mozambique are not Direct Teaching of English Operations - DTEOs.

Ecuador, in the sense that all three required band 6.0. In the case of China this requirement to be at a 'competent user' level before receiving UKELT was underpinned by the fact that nominees could start in-country ELT as 'modest users' with 5.0. Similarly in Ecuador, the high requirement was supported by the fact that nominees could be taken on at band 4.0.

In the case of Bolivia there was no lower starting position or other fallback mechanism for nominees who do not have 'competent user' skills. The significance of the latter case will become apparent in the following section when the possible 'eliminator' effect of the IELTS is discussed.

Jordan with a minimum of 5.5 was also higher than average, but provided in-country ELT. The rest of this upper tier consisted of programmes requiring trainees to be 'modest users' with 5.0 being the most common band, necessary in 11 countries.

There are only a few countries with a minimum IELTS of 5.0 which offer no in-country ELT provision. These are Mexico, Bolivia, Chile , Panama, Malaysia, Cyprus, and Mauritania. Therefore these are the countries in which rejections are more likely to take place both before and after the IELTS, and we will return to them in due course.

4.6.2. Less demanding programmes

On the less demanding side, the lower tier consisted of Tunisia, Thailand, Nepal and Egypt with 4.5, five programmes requiring 4.0, and four programmes differentiating between men and women within the lower tier. The above can be summarized in the following table.

Table 11.
Levels of English language skills required for UKELT

Minimum IELTS band	No.of countries requiring it
6.0	3
5.0 and 5.5	11
4.0 and 4.5	8
from 4.0 to 6.0 depending on type of award	1
from 2.5 to 5.0 depending on gender of nominee	5

Source : Responses to questionnaire

It should also be pointed out that in no country were nominees required to have above 6.0, or be at the 7.0 'good user', 8.0 'very good user', or 9.0 'expert user' level and that the most common band was that of the modest user with a partial command of English.

4.7. Minimum English skills requirements and gender: positive action towards women ?

From Table 10, we see that throughout the great majority of TCT countries, men and women are treated in the same way and there is no policy of positive action towards women. Only 4 countries introduce differential requirements as a result of a decision : Pakistan, Bangladesh, Ethiopia and Central African Republic.

In Bangladesh, there is a large differential for nominees starting in-country ELT, where women only have to score 2.0 in the preliminary 'mini-platform' test, as opposed to 5.0 for men. The differential continues in the IELTS for UK ELT though it is smaller : 4.0 for women and 5.0 for men. It is the result of a policy decision aimed at improving the proportion of women taking up awards, which is well below average at 11%.

Our findings about the use of English in Bangladesh suggest that the policy responds to a social reality where English language levels are especially low amongst women due to their lack of opportunities. Secondary education is not compulsory for girls, who are reported to be less likely than boys to leave secondary education equipped with a knowledge of English. Even women in higher education are less likely than men to be exposed to English and therefore to continue to learn it. In the work environment women have fewer opportunities to keep up their English because there are "more work-related social activities where English may be spoken for men".

When given the opportunity, women make the fullest use of it. The DTEO manager in Bangladesh informs us that only one woman offered in-country ELT has failed to complete the course in the last 3 years. The numbers involved are large, 142 out of 143 women, and the courses demanding - a typical length being 16 weeks of 30 hours p.w. requiring an improvement of the Overall

Band Score of 1.5. The record, checked in December 91, shows that the actual improvement was 1.52. justifying the comment "The courses are, therefore, very successful".

In Pakistan, there is no lower limit for women and for people whether male or female from rural areas. Therefore the BC "would be very unlikely to reject a female candidate on the grounds of English'. Here too the positive action in support of female nominees is a response to the low proportion of women in TCT, and to a social situation where "far more importance is placed on the education of boys", though if girls do go to school they are more likely to study English than boys. At tertiary level, they are less likely to go to an English-medium university. "Only a small percentage of the workforce are women and they form a very small percentage of white-collar workers".

In the case of the Central African Republic, where the programme is for English language teachers, English is spoken by very few people, described as "a handful of people in the capital" and by English teachers. Women are at a disadvantage in the education system and are less likely than men to acquire and keep up a knowledge of English. It is "not a ruling" that women should be taken on with IELTS 3.5, nor does it seem to refer to any new award made in 1990/1, since no one got below 4.0, but we have inferred that given that there are no women award holders, a woman with 3.5 would be considered.

4.8. Minimum scores and women's participation in TCT

In Table 10 we included the percentage of women Study Fellows by country for 1990/1 as a reminder of the context. In Table 12 TCTs which provide in-country ELT and have above-average or below-average proportions of female SFs are set out. We do not intend the two Tables to suggest any causal relationship between different countries' IELTS and in-country ELT minimum requirements on the one hand, and their success at involving women in TCT on the other. Indeed, nine out of the 16 programmes reporting in-country ELT provision have a below-average proportion of women, as Table 12 shows. This suggests that social factors and programme policies are the main influences on women's participation rates.

Table 12.
Proportion of women from TCTs with in-country ELT

Below 20.4% average	% of women	number	Above 20.4% average	% of women	number
China	18	180	Indonesia*	22	63
Bangladesh	11	50	Mozambique	30	60
Nepal	8	16	Sri Lanka	28	51
Yemen A.R*	6	8	Brazil	22	14
Egypt	15	20	Peru	32	17
Jordan	8	6	Ecuador	32	12
Morocco	12	6			
Oman*	17	6			
Senegal	19	7			

Average % women among all TCT SFs in 1990/1 : 20.4%

Note : Countries appear in order of the size of the programme ie. total number of SFs.
* = missing information about ELT

Source : Returned questionnaires and B.C.TCT Dept.typescript "Number of TCTP SFs by Country broken down by Gender", 1990/1.

4.9. In-country ELT (English language training

4.9.1. Introduction

Another part of British Council support for study fellows is provided by in-country English language training (ELT) in some countries.

The reasons for investigating the nature of in-country ELT were various. First, the information was not available at the British Council in London but only from the countries concerned. Secondly, in-country ELT offered the possibility of another stage at which study fellows may be eliminated from the process. Thirdly, in-country ELT may have presented difficulties for women in attending. And finally, it was useful to discover the main purpose of in-country ELT in relation to UK ELT For example, was it used as a preliminary to UK ELT or instead of?

Part 5 of the questionnaire asks 12 questions about in-country ELT. This section was completed by 12 countries. One country that offers in-country ELT, Oman, made the clear statement that few women enter the education system let alone applying to be TCT study fellows. Thus the questionnaire was not really relevant at the present time as women were not coming through the system as yet.

As already mentioned, in-country ELT is available where it is commercially viable for the British Council to run such an operation, and not primarily to serve the needs of TCT. However,

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in some cases it mainly services the TCT, such as in Bangladesh. There are other countries where in-country ELT is available outside the British Council, such as China, where the government runs a large programme independently of the British Council. In Senegal, courses run by the University of Dakar are used for TCT study fellows.

4.9.2. Findings from the questionnaire

1. AVAILABILITY
The main findings from the questionnaire show that the availability of in-country is very limited and sporadic, a matter of chance. We have evidence that 12 countries of the 107 or so which operate the TCT have access to in-country ELT. Some of the countries have large programmes, such as Bangladesh and China, and some are very small, such as Senegal and Peru.

2. NUMBERS OF WOMEN TAKING I-C ELT
The numbers of women taking in-country ELT are on the whole extremely small. In 8 countries in the year 1991/2 there are between 1 and 12 women taking this training, totalling 44 or averaging 5.4 per country. The exception is Bangladesh, where 96 women took training. Including Bangladesh, the figures are very different: for 9 countries the total is 140, and the average is 15.5 per country. As the total number of study fellows in a year is around 12,000 and of women around 2000, these figures show that a very small proportion of women take up in-country ELT..

3. LENGTH AND FREQUENCY
The length and frequency of in-country ELT varies considerably, from full-time to part-time, from a few weeks to many months. There is no obvious correlation with the success rating.

4. PRELIMINARY TESTS
The second area of concern was the possibility of early elimination through the in-country ELT part of the selection process. The interesting finding here was access to in-country ELT is controlled by a variety of local English language tests as well as the IELTS. The range of local practice can be illustrated by the following list of tests used prior to in-country ELT:

Bangladesh: BC placement test
Brazil: BC test
China: English Proficiency test (Chinese government)
Ecuador: a local proficiency test of English
Egypt: a mini-platform test
Jordan: a mini-platform test
Morocco: an interview only
Nepal: IELTS used as preliminary test
Peru: IELTS used as preliminary test
Senegal: BSI Placement Test
Sri Lanka: IELTS used as preliminary test

The point is that it is not only the IELTS controlling entry into ELT: it is used at the beginning and end of in-country ELT by 3 countries, but only at the end by 8 countries.

5. ELIMINATION THROUGH PRELIMINARY TESTS

The question of elimination through preliminary tests revealed that a very few women are eliminated. For example, 2 in Egypt, 2 in Nepal and 1 in Sri Lanka are identified as having been eliminated in the year 1991/92. The numbers are very small, but the point is that other English language filters apart from the IELTS do play a part in the selection process.

6. DIFFICULTIES FOR WOMEN IN ATTENDING

The third question we looked at was whether there were any particular difficulties for women in attending in-country ELT. From the point of view of the administrators, there was very little real difficulty. It was seen that help with accommodation was not a significant factor. In some countries no help was needed (Peru, Ecuador), or was provided by family or friends (Sri Lanka). Some countries offered help with accommodation (Nepal, Bangladesh, China, Brazil). It would appear that women candidates for in-country ELT were largely based in the country's capital and thus the problem of accommodation and travel inhibiting attendance was not viewed as serious. It must also be taken into account that the overall numbers of women attending are very small, as described above. The conclusion is that at least from the point of view of the administrators the ability to attend is not a constraint, as it is either not a problem or help is provided.

7. RELATIONSHIP BETWEEN IN-COUNTRY ELT AND UK ELT

The final point is to determine the relationship between in-country ELT and UK ELT. Here the overwhelming response was that in-country ELT preceded and was merely preliminary to UK ELT. The conclusion is that in-country ELT is not used as an alternative to UK ELT but as supplementary.

8. SUCCESS RATING FOR IN-COUNTRY ELT

Finally, the significance of in-country ELT can also be rated according to the degree of success it is considered to have in improving the English language proficiency of study fellows. The administrators value it very highly. For example, in Ecuador 90% achieve a minimum of 5.5 OBS (overall band score) on the IELTS having begun with 4.0. However, the comment from Egypt is that UK ELT is more effective. Overall, the success rating was very high, although it is so small-scale in terms of the numbers of women who profit from it and so variable in its offerings.

CHAPTER 5.

THE ROLE OF THE IELTS AS A POTENTIAL ELIMINATOR IN THE SELECTION PROCEDURE.

5.1. Introduction

The terms of our brief led us to suppose that the nature of the selection process lead to a number of nominees or candidates who were otherwise suitable for training not being offered an award by the British Councils or Embassies because their English language skills were judged insufficient for them to be able to benefit from the training. In other words, one of the assumptions of the study was that a pool of such people, albeit of varying size, existed in most non-English speaking countries and in those where English was one of several languages. Our main hypothesis was that the pool also included women.

The secondary hypothesis was that one of the ways this pool of women could be identified was in terms of people who "failed" the IELTS test in the sense that they had scored below the minimum Overall Band Score required (whatever this was in different countries) and been filed as "rejected" or "withdrawn" by the BC/Embassy.

The questionnaire therefore asked BC/Embassy offices to look into their back files, not of Study Fellows (who had been successful) but of nominees who had been unsuccessful , and identify any woman nominated by her GOC whose application form had not been approved or forwarded to TCTD or been delayed. The questionnaire left room for every single rejected case to be detailed with space for information about whether the person had been rejected on grounds of the other eligibility criteria or the English criteria or for other reasons.

Additionally questions were asked about the IELTS results of nominees who had withdrawn of their own accord, in order to find out whether the 'drop-out' category contained women with poor language skills. Thus the questionnaire invited the inclusion of more categories of people than we were strictly looking for, men as well as women, all reasons for rejection, any withdrawals, in order to increase the likelihood of obtaining information on women left untrained because of a lack of English language skills.

5.2. Few women nominees rejected through IELTS

The findings were that only a dozen countries identified any female nominees rejected over the last few years on the grounds of their English, and in most of these countries only one or two women were found. The picture is so clear there are ample grounds to say that only in Bangladesh has the issue of women rejected on account of their English been openly recognised as an ongoing problem by the BC, though rejections have occurred in 9 or 10 other countries. In the rest of the IELTS countries, the offices report that it is numerically insignificant or nonexistent. Sudan described poor English skills as a constraint for all potential candidates, but not the main constraint for women (9). Some offices identified it as 'irrelevant'. The years covered vary according to the back files kept in each country, but all were asked to go back up to 4 years.

As the country information shows, the total number of cases found was approximately 55-60 women across 11 countries and going back several years. Let us first look more closely at the findings on a country by country basis before going on to look at explanations.

5.2.1. Bangladesh (25-30 in last 3 years)

Some 25-30 women were rejected in the last three years (1989/90-1991/2), mainly because of a lack of English language skills. 15 of these relate to 1990/1 alone. This is particularly significant in the context of the language support offered via in-country and UK ELT, where an OBS (Overall Band Score) of only 2 is required in the preliminary ('mini-platform') test for in-country ELT. "English language levels are especially low amongst women in Bangladesh" comments the BC, because of Bangla-medium education, restricted access to English materials and English speakers, and lack of opportunity to use English in their work and social life.

Information was given to allow comparisons of rejections of women and men. Of a total of 50 candidates rejected in 1990/1, half (25) were rejected on the basis of insufficient English. English is therefore the most common reason for the disqualification of candidates (other possible reasons being academic unsuitability, ODA criteria and those of bureaucratic or practical nature).

Furthermore insufficient English was the main reason given for the disqualification of all of the 15 women rejected in 1990/1, whereas only 10 of the 35 rejected men were disqualified on these grounds. Therefore we have found that the English criterion has a more dramatic impact on women than it does on men in Bangladesh. The impact is further highlighted when one considers than the 30% proportion of rejections of women (at least for this particular year) is higher that the meagre 11% representation of women among all Bangladeshi Study Fellows in the UK in the same year.

It is particularly interesting to note that it is not the full IELTS test itself that has the eliminatory effect, but the less demanding BC EFL Placement ('mini-platform') Test together with the IELTS Specimen Materials administered as a pre-course mock IELTS. After an intensive EFL course of 480 hours over 16 weeks -a course which only one woman has not completed in 3 years -, in which most students do in fact achieve an average OBS increase of 1.5, no further eliminations are reported. All the women who obtained new awards in 1990/1 went on to have UK ELT,

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9) Letter from Assistant Director, Sudan, 10/02/1992.

two of them with low IELTS scores of under 4.0. It shows that it is the starting point of women that is the problem and not learning difficulties or obstacles to attendance at courses.

In the case of Bangladesh there can be no doubt that the language problem is a barrier lying in the way of any attempt to increase the proportion of women in training by simply offering more awards to women. But at the same time the evidence indicates that this particular barrier can be reduced through locally available ELT. The function of in-country ELT in this case ought to be particularly encouraging for the TCT in the context of the intractable nature of the social and economic constraints faced by women in Bangladeshi society. It means that one of the disadvantages that women have does not have to be carried over into the TCT, since as far as English is concerned a solution is already being implemented.

5.2.2. China (5 over 2-3 years)

Another country where tests of English represent quite a serious hurdle for women is China. Here the context is very different from Bangladesh, in so far as the minimum IELTS score required is 6.0, though in a few cases the BC is "prepared to waive this if the requirements of a particular project demand it".

The context is one in which the nominees whose English the BC has to evaluate have all already passed the Chinese Government's test which is roughly equivalent to 5.0. Between 1989 and 1991 there were 17 women rejected, 5 of them on account of their lack of English skills. Five women are considered 'few' by the BC, who ascribe the result to the fact that the "proportion of women nominated is relatively small [while] the proportion of women passing the IELTS is relatively good".

5.2.3. Ecuador (8 over 7 earlier years)

A thorough search was made through many years of back files and 13 cases of women rejected/not forwarded were found, 8 of them on account of insufficient English language skills. These refer to years 1979/80 to 1986/7, and no later. Presumably there were no more cases after 1986/7, or possibly the search remained incomplete for recent years. No comments are included.

In each of the 8 cases, the insufficient English had been ascertained through a *preliminary* English language test before in-country ELT. Their scores ranged from "below 3.5" (two cases) to one case of "below 5.5" - the latter referring to the minimum required for Section II (non-project related) awards in Ecuador.

What this information suggests is that in the past there were more cases of women rejected or referred on the basis of their English than in recent years, although it was still only one a year on average. The change, if it really is a change, could be due to the new emphasis on achieving higher numbers of women.

However, it appears from the information given relating to in-country ELT that between 25 and 30 women, around one third of 75-80 women nominees or candidates, were eliminated on the basis of a preliminary "local proficiency test of English" every year in the last three years. After the English course, "90% achieved a 5.5 minimum", which though "very successful", also suggests the possibility that one in ten women do not make it.

5.2.4. Mozambique (7 over 3 years)

A significant number of cases of women rejected by the BC were reported. Ten women nominees were unsuccessful in obtaining an award for the years 1990/1 to 1992/3, 8 of them in 1990/1 alone. Of the ten, seven of them were let down by their insufficient English. English is therefore the predominant reason for the BC not accepting a nominee in Mozambique. All took the IELTS ; the best score was 4.5, three had 3.0 or 3.5 and three had 2.5 or lower. No comments were received.

5.2.5. Bolivia (1-2 per year)

From incomplete files the BC found nine rejections between 1986 and 1990, three of them of women nominees, but only one because of an English score that was below 4.5. They informed us that not all files are kept because over 70 applications were received every year, and that on average about 10% of the women who apply are rejected "because of lack of English (after a short interview or IELTS)". This works out at one or possibly two per year when account is taken of the few cases of women who also withdraw of their own accord.

5.2.6. Nepal (1 in last 2 years)

There was one woman rejected in 1989/90 out of 17 who took the test, none since. The reason given is that the BC is "trying to increase the percentage of awards to women". Of new awards for 1990/1, none scored below 4.0 even though in Nepal the IELTS is taken before in-country ELT. This is an example of a country where even though the nominating body does not use English as a criterion for nomination, and leaves it up to the BC, the nominees have turned out to have enough 'limited use' of English to receive ELT.

5.2.7. Egypt (3 over 2-3 years)

Four cases of rejections were found, three of them women, all on account of their English. Two of them had IELTS scores below 4.5 and one, below 4.0.

5.2.8. Peru (2 in last 2 yrs)

Two cases were found of women rejected on the grounds of English, both for 1991/2, one was a project-related, the other a university link. Though their IELTS is not given it must have been extremely low as in-country ELT is available for project-related awards even for 'complete beginners'.

5.2.9. Panama (2)

There were 4 rejections, three of them women. The grounds for both the man and two of the women were insufficient English.

5.2.10. Sri Lanka (0-2 over 5 years)

It was found there had been 5 rejections of women in the past 5 years, but none of them on the grounds of insufficient English. The comment offered was that the BC "rarely, if ever, needs to reject. ELT is provided to bring SFs up to a usually accepted standard". However, two women in the last 3 years had been eliminated from taking in-country ELT after taking the full IELTS.

5.2.11. Pakistan (0)

There were no cases, because the BC 'gives priority to training for women and so would be very unlikely to reject a female candidate on the grounds of English'. "In the rare case where female candidates have very poor Eng we have authorized extended pre-course ELT, up to six months in the case of target groups such as nurses". As an illustration, we found that 2 women out of the 20 new awards for 1990/1 scored below 4.0 in the IELTS and had 24 weeks UK ELT. It is considered that there is no lower level if there is "a special reason ie less developed area, technician-level training or nominee crucial to an ODA-funded project".

5.2.12. Jordan (1 over 3 years)

There were 5 cases of nominees found between 1989/90 and 1991/2 who had been rejected on the grounds of insufficient English language skills, but only one of them was a woman. She had scored 4.0 in 89/90 and 4.5 in 90/91 and the BC considered "The candidate did not take her in-country language training seriously to be considered for 92/93". This information indicates that men and women are rejected for insufficient English in roughly the same proportions as their presence among SFs in the same period.

5.2.13. Malaysia (0)

The files are not kept or not computerised and the comment is that "presumably there are no cases, the reason for which should be evident from [the selection procedure]", which refers to the fact that the GOM devises its own test of English. Additionally it is commented that people are "bilingual in the urban areas".

5.2.14. Mexico

We found that technically-speaking there could not be any rejections of nominees because a person does not become a 'nominee' until they have taken and passed the IELTS. As no further information was received, it is not possible to say whether any pre-nominees (perhaps called 'candidates' in Mexico) had been rejected.

5.2.15. Summary

The rest of the responses either found no women rejected or did not keep files on anyone who had not been accepted for award or did not respond on this particular question because the information was not easily available. In total the distribution was as follows :

a) 12 countries where cases were found : Bangladesh, China, Bolivia, Ecuador, Egypt, Jordan (1), Mozambique, Peru, Pakistan, Panama, Sri Lanka, Senegal (a deferred acceptance).

b) 13 countries where "No cases found" : Cameroon, Central African Republic (EFL programme, no women nominees in 1990/1), Chad, Cote d'Ivoire/Burkina Faso/Niger (EFL programme), Cyprus, Ethiopia, Kiribati, Morocco, Thailand, Pakistan, Tunisia ;

c) 1 country where no cases were found because the IELTS is taken before interested parties are called 'nominees' : Mexico.

d) 1 country for which "Information not easily available" : Chile (but as 3 women with 3.5 or below were successful with new awards in 1991/2, this suggests no cases).

e) 9 countries for which "Records/files not kept " : Brazil, Costa Rica, Guinea-Bissau, Peru, Nepal, Mauretania, Malaysia, Tunisia (1989/90 and back), Vanuatu.

f) 4 countries where cases are believed not to exist : Fiji, Tuvalu, Oman, Colombia.

Source : Completed questionnaires and letters received.

5.3. Explanations for findings

Altogether we have found that there are few cases of women whom the local TCT administrators have seen fit to withdraw from training on account of a lack of English language skills - 55-60 over 11 countries going back several years. These cases involve only 12 of the 40 IELTS countries who responded to this question in the questionnaire or by letter, and they involve a very small number of women altogether, even when back files had been number of women altogether, even when back files had been searched over much of the past decade.

This means that the evidence obtained through the questionnaire does not confirm the secondary hypothesis that the IELTS could be an eliminating agent that helped to create the pool of unnominated, overlooked or disqualified women that the study had set out to identify.

Were one to speculate about the possibility of more cases existing in the missing back files, or in unsearched ones, it is unlikely that the numbers would rise substantially. This is our conclusion because neither the larger programmes who are most concerned about the issue, Bangladesh and China, report any quantity of cases, nor do the smaller programmes of francophone Africa from which the information is missing, nor do the mostly middle-sized Latin American ones.

There are two possible sets of explanations for these findings, the one consistent with the proposition that there are no women in the TCT countries who would have been suitable for training had it not been for their English, the other casting doubt on the proposition.

5.3.1. Supporting explanations:

There are two explanations consistent with the proposition. Firstly, there is the argument that although few women are to be found in high-level positions in the public sector, or in any positions in project-supported fields, the ones who do work there make good all-round candidates who are also competent at English.

Secondly, there is the fact that the English language requirement is not very demanding or is only required together with an offer of English language tuition. Both the evidence and accompanying comments presented above indicate that it is not difficult for women to achieve the 'limited user' level of band 4.0. In most programmes, candidates with this level had the opportunity of either in-country or UK ELT to enable them to reach the level required for their main training.

5.3.2. Explanations which detract from the proposition :

a) The invisible filters.

Two important phenomena must be considered in explaining the very small numbers of women being rejected by the administrators of the TCTs. The first is the evidence presented above that there is an 'invisible' filtering process on the basis of English that goes on before the British side comes into contact with the nominees or candidates. It is conducted in a tacit manner, because it is known that the other ODA criteria are the primary considerations, but nevertheless it could well be present in the back of the minds of all those involved, whether of candidates who put themselves forward or of nominating bodies (Governments) considering their list of names, knowing that this is a British programme for study in the UK - it goes without saying that knowledge of English is needed.

We are conscious though that no respondents to the questionnaire commented on this phenomenon in these terms, either in the space provided in Question 10 ("*Please comment on your findings, giving a brief explanation of why you have found* p *no cases* p *few cases* p *many cases of women not accepted/rejected for ELT and training, due to lack of English language skills :.... "),* or a propos of other questions, or in the context of the general aim of the questionnaire which was clearly stated on the front page. This was the case even where respondents indicated that Governments "frequently" refrained from nominating women on these grounds.

In fact, among the comments and letters received assuring us that English was not a problem, none amounted to an explanation along the lines that "we never need to reject anyone on the grounds of their English because we only get the nominees or candidates who already have some English. The others don't come to our notice", or words to that effect.

b) Other donors who train non-English-speakers

There is of course the possibility that the 'others', the non English-speaking public sector employees, are very few and far between and are therefore not numerically significant. But one comment received points in the direction of other Western donors as a source of training for speakers of other languages. In Vanuatu, if an individual were "100% francophone" s/he might be directed to other (French) donors in the first instance.

We suggest that this might be the case in francophone African countries as well, particularly those where TCT is only for English language projects, and where respondents indicated the nominating body "frequently" or "occasionally" refrained from nominating people, such as Chad , Cameroon, Central African Republic, Senegal. It is also appropriate to speculate in this connection about countries from which no response was received such as Zaire, Madagascar, Congo and Gabon.

For the Latin American countries there is also the possibility of receiving training in Spain, which has increased its aid in recent years and launched new training programmes broadly comparable to TCT under the aegis of its Instituto de Cooperacion Iberoamericana, recently revamped into a ministerial department. We have personal knowledge of two trainees on a Spanish masters programme in public administration who might well have been suitable for TCT but have, respectively, no knowledge and only very little knowledge of English.

Thus if enquiries were pursued amongst trainees benefiting from other donors' schemes, a clearer picture could be formed regarding this possible pool of qualified people who are not considered or are disqualified for training in the UK by their

Governments or by their own modest self-assessment of their limited English language skills.

c) The pre-IELTS screenings

A third important phenomenon to emerge from our enquiries is the existence of the practice by TCT administrators of screening candidates *before* they take the IELTS test, which opens up the possibility of people being advised not to take the IELTS on the grounds that they would not be up to it. Where this happens, it would reduce or even eliminate rejections on the grounds of English.

The full nature and extent of this practice does not emerge from the responses, but TCTD Spring Gardens advised us that it was very common. Here are some examples.

In Costa Rica, the Embassy has "an arrangement with the British Institute who give an evaluation test which is very cheap to accompany the original application". Applicants must show the results, or some other proof of their English abilities. "This avoids people taking the IELTS test who have no chance of passing. We feel it would waste their time as well as ours."

In East Jerusalem, "most [applicants] are 'screen' tested for English. Those that 'pass' the screen test then have the full IELTS test, but the failures have already been rejected before the passes are categorised as possibles for TCT " (10).

In Mauretania, which is administered from Morocco, we received information, that "a pre-selection interview/written test" is used. Additionally it appears that several women were eliminated on the basis of the result (11).

In Bolivia, there is also a reference to candidates being rejected "after a short interview".

If the practise is indeed widespread, then it would go a long way towards explaining why there are so few women or indeed men who fail the IELTS test : they never took it. Additionally, in the 'open' programmes where the potential trainees are not government nominees, there would be no need to keep any records of any 'hopefuls' or 'possibles' who had been screened and been told they stood no chance.

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10) Letter from Muna Khleifi, Exchanges officer, BC, East Jerusalem.

11) "It was given to 30 candidates, 4 women 26 men. Ten were short-listed according to their scores. No women in this group". In other words the only women candidates were all eliminated before proceeding to the IELTS. The context is a programme where "all awards are for ELT only. Anyone at the university/college can apply for a scholarship".

5.4. Fairness and gender issues in the IELTS test

As well as addressing the possibility of women nominees or candidates being eliminated at various stages of the selection process, we were interested in the possibility of there being a gender bias in the test itself that might prejudice women's chances of success.

Though it is well beyond the scope of a project such as this to carry out a real evaluation of the test from a gender-sensitive point of view, we felt it worthwhile asking the administrators' view of the issue. The questionnaire therefore sought test administrators' reactions to the possibility of there being certain problems associated with the test, such as a gender bias which might affect women, or the possibility of cheating.

The decision to include these questions was also a response to thoughts brought to our attention during the background research stage of the study.

A brief description of the IELTS scheme is given, followed by an analysis of the responses to the questionnaire.

5.4.1. The International English Testing Service

The IELTS has been used for over 10 years as a measure of English language ability for admission to courses in UK institutions of higher education, largely at postgraduate level though not exclusively.

To quote from *An Introduction to IELTS*:

> "The IELTS test is divided into 4 subtests. Each candidate takes two general subtests, Listening and Speaking, and a module comprising two specialised subtests, Reading and Writing. The general components test general English while the modules test skills in particular areas suited to the candidate's chosen course of study."

A wide variety of question types is used and the use of multiple choice questions is kept to a minimum. This is in the interests of fairness, to minimise the guessing factor in the results.

The 4 tests take 2 hours and 25 minutes to complete altogether.

As has been mentioned, the form of results for the IELTS is in scores on a scale from 0 to 9, with 0 at the bottom and 9 at the top. Each subtest is given a band score and the final score consists of the average of these to give the OBS: Overall Band Score.

> "Each band corresponds to a descriptive statement which gives a summary of the English of a candidate classified at that level. The scale of bands ascends from 1 to 9 for the Academic Modules and from 1 to 6 for the General Training Module." (see Appendix 2).

The IELTS test is unusual among English language tests in that it does not take place on fixed dates round the world but is administered 'on-demand' in each British Council centre.

The interpretation of the results by the British Council or higher education institutions may follow the British Council guidelines. These guidelines suggest 4 categories according to overall band scores:

Band 7 and above:	acceptable for linguistically exacting academic courses
Band 6.5 - 7.0:	acceptable for linguistically less-exacting academic courses
Band 5.5 - 6.0:	acceptable for linguistically exacting training courses
Band 5.0 - 5.5:	acceptable for linguistically less-exacting training courses

It has to be remembered that linguistic criteria are only one factor among many, such as professional skills, which may influence judgements as to candidates' acceptability for courses.

These scores are often used in order to determine how much extra tuition a candidate needs before beginning a course, either in the UK or in their own country. The measure often applied here is 4 weeks full-time study in the UK per half band needed. For example, if a candidate scores 5.0 and needs 6.0 for admission to a certain course they can expect to study for 8 weeks in the UK in August and September preceding their course.

5.5. Attitudes to the test in general (question 31)

Part IV of the questionnaire asked 4 questions about the IELTS (see Appendix 1. for full questionnaire). The first question in this part (number 31) asks about attitudes to the test in general as well as cheating and security, reported in sections 2 and 3 below. Questions 32, 33 and 34 investigate any possible gender bias, reported in section 4 below. It has to be remembered that the information gained here represents the views of the administrators of the IELTS.

The attitude to the test in terms of the difficulty it presented to candidates varies from excellent to extremely difficult and totally inappropriate. The majority state that it is fair to very good (19 out of 28 replies).

Comments on the difficulty of the test for candidates report that it contains inappropriate features and that there are difficulties with the time factor. Inappropriate features of the test are for example (1) in Senegal, the use of visuals in the test material is strongly criticised as there is little visual material available in the African education system due to scarce resources. (2) In Vanuatu, the criticism is that the exam is biased towards urban dwellers in large countries with significant travel potential, neither of which they claim are available to Pacific Islanders. (3) In the Central African Republic it is said to present a "difficult challenge", without further specification, and similarly in (4) Cameroon it is described as "very difficult" and also it "baffles and confuses". In Chad (5) it is considered "fair but difficult" and (6) in Sri Lanka it is found very unfamiliar in format, which implies greater difficulty for candidates.

The time factor is that the modules have to be completed within a specified time limit and candidates regularly find this to be insufficient: Cameroon, Cyprus, Costa Rica and Tunisia specifically mention this. This is of course a standard problem with most types of test.

Several countries highlight the cumbersome nature of the administrative procedures which the test entails (Panama, Nepal, Bangladesh, Chile, Peru). However, even if this factor is off-putting for the administrators we consider it unlikely to affect the candidates, and thus is not significant here.

The conclusions to be garnered from these responses of the test administrators are that despite some difficulties which can be expected from a test which is used around the world, overall the IELTS is perceived as a reasonably fair measure of English language performance. This conclusion is reached despite the fact that many administrators find it aggravatingly cumbersome to administer.

5.5.1. Potential for cheating and security leaks (question 31): validity and reliability

The notions of validity and reliability are basic to all language tests. The IELTS has been extensively piloted and can claim a fair degree of validity. This has been measured in terms of content validity (testing a representative sample of language skills etc), construct validity (measuring what it says it measures) and face validity (appearing to do what it says it does).

Nevertheless we asked the direct question "Is it possible for candidates to cheat in any way?" which gave them the opportunity to challenge the validity of the test in general. The question was asked because there are relatively few versions of the test and these are constantly recycled, unlike many other language tests for which new versions are produced each year. This is partly due to the extensive piloting and testing the new versions require.

It produced a strong negative response from nearly every country. The only area of doubt expressed was in relation to the different versions of the test which are available. However, these responses were conflicting. For example, Bangladesh and China welcome the fact that more versions are coming on stream whereas Panama regrets the profusion of versions. The reason many be that there are many more IELTS candidates in Bangladesh and China than in Panama, which could explain those reactions. Thus more versions would be useful for countries with many candidates such as China and Bangladesh whereas they would be an added burden for countries with few candidates such as Panama.

Other responses chose to mention the possibility that security may be breached due to having few versions of the test. The suggestion is that information about the test is passed on from memory from one candidate to another. The strongest example of this is China, which is clearly stated by the British Council administrators to be a "test-wise society" where candidates exchange information about tests efficiently. It has been suggested to us that these exchanges take place among networks which are part of a male culture which would exclude women. However, as there is no specific evidence, this may mean that candidates are simply more familiar with the format but not necessarily with the content. As mentioned above, the tests use a wide variety of question types in order to minimise the guessing factor -- but this also improves security and reliability. The evidence here is not conclusive.

The conclusion overall must be that cheating does not affect test results and security is considered good. Thus the results are perceived to rate highly in terms of validity and reliability.

5.5.2. The question of gender bias (questions 32, 33 and 34)

Questions 32 and 33 specifically asked if the speaking/oral part of the test raised any problems for women. No respondents mentioned any problem with the interview for women. Question 33 elicited the information that the great majority of countries have, as it happens, female UK examiners for the interview. Respondents specify that this occurs by chance and not by policy. The conclusion is that women are not at a disadvantage in the interview.

As Andrea Murray of the BC has pointed out, "Any cultural bias shown by IELTS examiners would be UK-bias, not related to the countries of testing as DTO and English teaching staff are usually from the UK."

There may be a question as to whether the fact of having female examiners is an embarrassment to men in more chauvinist societies, but this does not concern us in this study.

Question 34 asked an open question about gender or sexual bias in the test or its evaluation. The response was very strong -- not one response suggested any problem. The concern that cultural attitudes in for example Muslim societies may have been problematic was thus shown to be unfounded.

So the question of whether women are disadvantaged by the procedure for the interview revealed resoundingly that they are not, in the opinion of the test administrators.

CHAPTER 6.

THE ENGLISH LANGUAGE COMPETENCE OF STUDY FELLOWS

6.1. Introduction

To complement the findings in the previous sections on women who did not become trainees, we also looked at the English language competence of women who did end up receiving an award. It was also specifically included in our brief to look at the IELTS scores of one complete year of Study Fellows, comparing the results of men and women, in order to see whether it could be argued or not that some form of positive action in support of women was already being exercised in practise by the BC.

6.2. Positive action hypothesis

a) The first hypothesis was that if female SFs turned out to have lower IELTS scores than male SFs, this would show that the system had operated in their favour, letting them through with less English skills.

b) Leading on from this, a second hypothesis was that more women might be receiving more UK ELT as a consequence of having arrived with less skills.

If both could be shown to be the case, then there would be evidence indicating that the BC was involved in positive action in support of women in respect of English.

Naturally it would have been easier to work from a TCTD database report on the IELTS score of Study Fellows arriving in the UK, but such a search was not readily feasible centrally. Therefore we sought to obtain it from the questionnaire (Question 3.) and asked for the IELTS scores of new awards made between April 1990 and March 1991 in order to have the same complete year as for the rest of the data. We asked for these to be broken down by gender and into a low, a middle and a high range, below 4.0, between 4.0 and 5.5, and 6.0 and above.

6.3. IELTS results

The following table gives the proportion of male and female results that fall into the low, middle and high range. It does not give the actual or the mean scores. It is calculated from the respondents' figures, most of which come from their database (12).

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[12] When inaccuracies were noted in the totals the band results were used and the totals rectified. When the number of IELTS tests checked seemed to be less, or more, than the number of SFs we were given for a particular country but the matrix of figures was correct, we entered the figures as given on the assumption that they would still provide an accurate reflection of the differences between men and women.

Table 13.

Proportions of women and men with IELTS scores in lower, middle & upper bands, by country.

TCT prog. by size	No. tests	% women tests	% in lower: 3.5 & < wom	men	% in middle: 4.0-5.5 wom	men	% in higher: 6.0 & > wom	men
CHINA	200	23	0	0	30	34	70	66
BANGLADESH	236	7	13	1	75	89	13	10
PAKISTAN	157	13	10	6	35	51	55	43
NEPAL	70	6	0	0	100	58	0	42
SRI LANKA	111	22	0	0	31	40	69	60
MALAYSIA	51	27	0	3	7	11	93	86
EGYPT	105	16	12	24	59	52	29	24
MEXICO	37	24	11	0	11	21	78	79
CAMEROON	37	14	0	0	20	34	80	66
JORDAN	36	7	0	3	33	76	67	21
BRAZIL	27	44	0	0	42	40	58	60
PERU	29	38	0	0	36	50	64	50
MOROCCO	19	21	0	13	50	53	50	33
BOLIVIA	8	25	0	0	0	0	100	100
ECUADOR	12	58	0	0	0	40	100	60
SENEGAL	20	10	0	0	100	50	0	50
COSTA RICA	5	40	0	0	50	33	50	67
TUNISIA	43	28	0	13	58	58	42	29
CYPRUS	9	33	0	0	0	33	100	67
CHILE	22	27	0	0	33	44	67	56
PANAMA	14	43	0	0	50	50	50	50
CHAD	8	25	0	0	100	100	0	0
MAURITANIA	6	33	0	0	50	75	50	25
CENT AF R.	5	0	0	0	0	100	0	0
GUINEA BI.	4	0	0	0	0	100	0	0

			lower		middle		higher scores	
Average % :	-	18	3	4	38	54	58	42
Women +) men %) :			4%		51%		45%	
Number :	1271	(231)	(7+40)		(88+566)		(136+434)	

Source : Calculated on the basis of responses to Q.3 of questionnaire.

6.3.1. Women's higher scores

Looking first at the totals, we see that on average women do relatively better than men at the IELTS. Not only does a marginally smaller proportion of women than men have low scores - 3% vs. 4% - but a far higher proportion of women than men have high scores over 6.0 - 58 % of women's tests versus only 42 % of men's. In fact an absolute majority of women score in the top band, whereas the majority of men's scores are in the middle range.

Therefore it is clear that the bulk of female SFs coming to the UK are already 'competent users' of English, whereas the bulk of male SFs are 'limited' or 'modest' users. This is partly influenced by the fact that the largest programme, China, also has the highest IELTS requirement and so pushes the average up. But women score higher than men when individual countries are considered too.

6.3.2. Women score higher in more countries

Looking at individual countries, the most frequent pattern of results is for women to have a higher proportion of scores in the upper band level, and hence a lower proportion than men in the middle range. This happens in 15 countries where women have a higher proportion of their results in the upper range than men and includes Egypt, Jordan and Tunisia where women in fact perform better in all three band ranges. The exceptions to the dominant pattern are Nepal and Senegal, where all women's scores are in the middle range, and Mexico, Brazil and Costa Rica where women do not do as well as men in any of the levels.

All in all of the 25 countries providing results women do better, in the sense of having a higher proportion of scores in the upper band levels, in 15 countries, while men do better in 5. They do equally well in 2, and in the remaining 3 there were no women on the programme.

We can also see that there is a very limited number of scores below 4.0. This is because the Table shows the results of English tests for nominees who became study fellows, in other words the ones who were successful. Therefore it is unlikely that they would have become SFs had they not achieved an adequate standard of English.

What the Table shows is that in practice only very few SFs were able to take up an award, even with UK pre-course ELT, without first reaching the stage of 'limited user' ie. achieving level 4.0 in the IELTS. This minimum is fairly rigorously adhered to by the BC and exceptions are not usually made for women.

6.3.3. Three countries with lower scores for women

In just three countries, Bangladesh , Pakistan and Mexico, there are more low-scoring women than men. This probably reflects specific policy in Bangladesh and Pakistan. For instance, in Bangladesh women are taken on for ELT with preliminary mini-platform test results of 2.0, whereas its 5.0 for men. Therefore they are more likely to present themselves for the IELTS having acquired less Eng lang skills than male nominees. It is also the country with the largest proportions of SFs of both sexes in the middle range and the smallest proportion in the higher range, showing that SFs from Bangladesh in particular need a lot of ELT.

In Pakistan, a policy operates of supporting both female candidates and rural male candidates with extensive English language tuition. In Mexico we have no further information to explain why the pattern should be slightly different from other countries, but as the large majority of both sexes achieve the higher scores, it does not particularly disadvantage women.

For the record, it should be noted that only 18 % of tests had been done by women, below the 20% proportion of women new arrivals for TCT in 1990/1, which reflects the fact that in IELTS countries there is a slightly lower proportion of women in TCT, as referred to in Chapter 5.

6.3.4. Findings re hypothesis a) : No positive action toward women practised via IELTS

Therefore the results above show that the first hypothesis has not been substantiated. It is not the case in general that women are given a helping hand through the system since female SFs arrive with better Eng lang skills than men. There no evidence of positive action being taken for the bulk of women.

The view most frequently expressed is that the women selected to be nominees for TCT by their governments are likely to be extremely good all round candidates who will have a good command of English. The fact that it turns out to be better than that of men (albeit for one particular year) will doubtless confirm a number of BC staff's hunches. Referring to his earlier experience in Sudan, one Director wrote "I would expect them to show a higher pass rate than male candidates".

6.3.5. Considerations concerning hypothesis b) :

On the issue of women and UK ELT, we thought that it was possible to pose as a hypothesis that 'A finding that more female than male SFs undertake longer periods of UK ELT is evidence that women are doing well out of the TCT system'. The argument was that if women were accepted with fewer English skills, they were likely to be booked in for relatively more ELT, and evidence of their undertaking longer periods of ELT might be taken as an indication that women were benefitting from the system as a whole by being provided with a relatively greater share of the resources supporting the technical training.

We put this to the TCTD Evaluation and English Language Placement Unit, asking whether the practitioners were aware of any gender issue arising out of the UKELT system 13). In response, no issues were brought up. In the Placement Unit, a trainee's sex "is not a consideration" when finding a placement on an English language course and there was "a will to facilitate SFs getting through" at the final stages of their application. Issues of appropriate learning environments for women had been addressed up to a point by the BC. A Code of Practice, which, according to the BC, covers gender sensitivity, is available both to the H.E.institutions and the English language schools. The idea that women might be offered more ELT than men as a positive action towards women was not known to be a policy.

It became evident that if women were receiving relatively more UK ELT than men, it would have to be explained by factors other than any policy of positive support towards women's training.

We also found that the hypothesis could be both challenged and distorted by several factors and that trying to take them into account would be impossible in the circumstances. One factor is that new arrivals may already have benefited from in-country ELT and the extent to which this would modify their need for UKELT would only be possible to discover case by case. The other is that the target English language level varies according to the type of training. The English skills 'needs' of a course cannot be identified with individual needs for language competence, and presuming that 'the more skills acquired, the better' is also open to challenge.

Even more importantly we found a further difficulty concerning UK ELT that affected all candidates. This was the problem of the timescale between nomination and the start of training. The way the nomination/selection process functioned meant that the trainees were often not in a position to arrive in the UK sufficiently long enough before starting their training to be able to undertake the full period of weeks of ELT that had been originally recommended for them. When this occurs the TCTD negotiates with the institution offering the training to see whether they will accept the trainee after fewer weeks of ELT. As a result trainees' ELT was fairly often foreshortened for practical reasons, rendering virtually pointless any attempt to evaluate its duration as a sign of positive action towards women.

The findings in Table 13 concerning women's higher levels of English language attainment further challenge the validity of the "more UKELT is good for women" hypothesis. For if their language skills are more advanced, it follows their training needs are lesser rather than greater (or at least different) than those of male SFs. The rationale for a policy of offering more UKELT to women is greatly undermined by these findings, and

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13) Letters addressed to Norman Leigh TCTD, and Babette Berry, PLU.

it becomes inadvisable to hold to the hypothesis that more UKELT for women is desirable.

To conclude, it has clearly emerged that the pursuit of evidence, along the lines investigated above, of already existing positive action on the part of the BC in support of women 's opportunities for training is not fruitful.

However, it does not mean that there are no gender issues attached to the UKELT provision for SFs. Indeed , an almost diametrically opposed hypothesis could be formulated. For instance, the length of the period trainees spend away from home and family has been raised as a gender issue in other studies. Therefore could it not be that extra periods spent away from home for ELT in addition to the course are in fact part of the problem for women rather than part of a solution ?

It is a point that has been raised by a former Director of the Sussex University Institute of Development Studies and specialist in the field of women and development. It was also raised in a comment we received from the BC in Pakistan, which suggested that shorter periods spent out of Pakistan resulting from the availability of in-country ELT "might lead to a higher female take-up of awards". In other words the length of stay away from home was a constraint on women's participation. Clearly,this is an issue worth investigating in any future study of the 'user-friendliness' of the TCT.

6.5. The IELTS service's own statistical data for TCT countries: lack of gender differentiation in results

The data provided by the IELTS administration showed average band scores for men and women in each TCT country in modules A, B, C and GT (General Training). This data includes everybody in those countries who took the IELTS, not only TCT study fellows or potential study fellows, and it thus gives a picture of women's and men's performance which can usefully be compared to our own results.

The aim was to see if there was any significant difference between the test scores of men and women. The finding was that they were almost identical.

Two examples will suffice. The differences in scores between men and women range from .1 of a band (eg. 5.6 for male and 5.7 for female taking module B in Sao Paulo, Brazil) to 1.2 (eg. 6.0 for male and 7.2 for female taking module B in Calcutta). For 54 centres submitting scores for both men and women, 25 showing higher results for men and 4 showing exactly equal results. For 31 centres submitting scores for both men and women taking the General Training module, there were 14 showing higher scores for women, 15 showing higher scores for men and 2 showing exactly equal results.

It is clear from these statistics that overall (worldwide, for all IELTS candidates) there is no evidence of either sex doing consistently better in the IELTS.

6.6. The Cambridge IELTS Service's own results

We were also able to obtain, thanks to the IELTS Service's cooperation, their figures for test results of men and women at different centres around the world, in order to compare them with the results provided through the questionnaire by TCT.

CHAPTER 7.

CONCLUSIONS

Our main conclusion is that the need for TCT trainees to have certain English language skills before the start of their course is not, on the whole, a constraint on the participation of more women in the training programme, but it is a constraint in certain countries. The reasons for our reaching this conclusion are summarized in the findings set out below.

7.1. Broad findings relating to the TCT as a whole.

7.1.1. Growing presence of women in TC training

Chapter 1, Women's participation in TCT, described the presence of women in TCT as a whole, and indicated that there had been a favourable evolution in the proportion of female trainees. This had risen from under 15 % to over 20 % of all Study Fellows trained in the period 1985/6 to 1990/1. In particular, the number of women new arrivals per year had increased substantially - by 72 % in the same period from approximately 700 to about 1200, bringing the total number of women trained to 2502 in 1990/1. It was all the more notable that this had been achieved against a background of cuts in the available awards.

7.1.2. Limited applicability of this study

Data presented in Table 6 clearly showed that our subject of study, the lack of English language skills as a constraint on the training of women, is of limited applicability to the TCT as a whole. Only a minority of TCT awards are offered in countries where the knowledge of English is limited enough to require testing - 41% of total awards in 1990-1. Most awards are offered in countries where candidates' or nominees' English is not tested because it can be assumed to be good.

7.1.3. Changes in the use of the IELTS

We found that there have been few changes in the situation of TCTs as far as the decision to test English is concerned. The list of countries where the test was compulsory in 1987 was the same in 1992, on the basis of replies received.

All 18 responses from programmes in non-English-testing (ie. non-IELTS) countries reported that they still did not test English. Only one TCT administrator, from Sierra Leone, mentioned that English was sometimes a source of difficulty for trainees, but no evidence was provided as to how this affected women. In the case of India it was reported that recent investigations among women trainees had revealed no real problem with English.(14)

Five countries from the list where testing was discretionary rather than compulsory reported they no longer test TCT candidates' English, which indicates that knowledge of the language has improved.

Therefore we conclude that whatever the changes in the status and knowledge of English that may have taken place in reality in some countries of the world, these had not increased the use of the IELTS by TCT administrators and had, on the contrary, made it unnecessary in some cases.

7.1.4. Presence of women in IELTS and non-IELTS countries

Our research indicates that women's ability in English language is a marginal factor which does not significantly affect the rates of participation of women across the TCT as a whole. A broad comparison of the proportion of women in English-testing and non-English-testing countries shows it to be similar in both, with the IELTS countries lagging only one percentage point behind the non-IELTS countries - 19.3 % vs. 20.6 % in 1990/1 (Table 6). So the fact that in some countries the selection procedure includes a thorough test of English, but not in others, is not reflected in large differential rates of participation of women in these blocks of countries.

Indeed the block of Latin American countries where testing English is compulsory, have a larger than average proportion of women in the TCT (Table 7) showing that this cannot be the primary factor constraining women. Other factors influencing the recruitment of women must therefore be paramount. As it was not our brief to find out what the determining or contributive influences on women's participation are, we have not attempted to identify them, though several factors are mentioned in letters from the country posts and are quoted below..

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[14] Interview with Hannah Maude-Roxby, Head of India Section, BC, Spring Gardens.

7.2. Findings relating to English Language Training

7.2.1. Availability of English Language Training ELT

We found that the need for trainees to possess English language skills appropriate to the nature of their training is addressed by the British Council and TCT administrators in a manner that is supportive, through a training system that is widely available.

English language training is provided for all successful nominees and candidates who need it, if they have a certain minimum level, whether in the form of in-country ELT, UK-based ELT or both. In other words, no successful candidates who need to improve their English skills are turned away on the grounds of there being no places available or insufficient funds for the ELT they need. All ELT is part of the award, provided at no cost to the trainees.

7.2.2. Availability of in-country ELT

In-country ELT is not provided in the majority of IELTS countries and it is sometimes provided on a selective basis for project-related trainees only. The rationale for the availability of British Council-run in-country ELT is not related to the needs of trainees, but is a function of the presence of a Direct Training Operation set up in the country for income-generating purposes.

However, some ELT is available in 6 out of the 8 IELTS countries with the largest TCTs : China, Bangladesh, Indonesia, Mozambique, Nepal and Sri Lanka; but not Pakistan and Sudan (the latter having recently closed). It is also available in a further 7 countries, where it is sometimes arranged at local institutions for small numbers of trainees.

7.2.3. Minimum English language skills requirement

Furthermore, the minimum level of English required at the start of both in-country and UK ELT was found to be fairly undemanding in most though not all countries - equivalent to the IELTS Overall Band Score of 4.0 signifying a 'limited user' of English. In four countries, a lesser level of English skills was also acceptable. There were only five TCTs amongst those who responded where the starting point was more advanced.

7.2.4. Varying ELT starting levels

Each candidate whose English is insufficient for his or her particular type of training is generally well provided, notwithstanding certain exceptions detailed below, with the opportunity to develop their skills from different starting points or entry levels.

7.2.5. Women's attendance at in-country ELT courses

The various arrangements for in-country ELT provision -full time, part-time, at one or more centres, etc. do not contain any apparent constraints for women's attendance, as far as their administrators were aware.

7.2.6. Success rates for in-country ELT

Additionally, in-country ELT was judged by its administrators to be very successful in advancing women nominees' English language skills and in bringing them up to the level required for further UK-based ELT or for starting their main training. The numbers withdrawing from the courses offered were minimal.

7.2.7. Women and UK ELT

As for UK ELT, we found the available information to be inadequate for making comparisons between men and women, and were not in a position to carry out the primary research ourselves. For instance, the British Council's own End-Of Training Questionnaire reveals only that proportionately fewer female than male Study Fellows had had any ELT at all, without any details, and the rest of the data about English skills is not presented by gender.

7.3. Findings relating to gender awareness

7.3.1. TCT administrators' awareness

In addition to the existence of support for language acquisition, responses to our questionnaire showed an awareness in several offices, though not a majority, of the ODA and the British Council's concern to encourage more women to become trainees. They signalled how unlikely it was for any woman candidate to be forced to withdraw on the grounds of her English if she were otherwise suitable. Precisely because she was a woman, an effort would be made to retain her.

This awareness prompted two offices to explain how they seek solutions to cases where candidates/nominees are in danger of being unsuccessful on account of their English. For instance, in Bangladesh the British Council "would be more likely to postpone training asking the Government Of Bangladesh to renominate" - to allow for them to acquire further English skills. This was the case for a group of 18 nurses who were expected to do further ELT in the course of this year and are now due to come for training for the 1992/3 academic year. Similarly, in Pakistan, the British Council arranged for an extended period of UK pre-course ELT for two nominees.

7.3.2. Positive discrimination

However, an awareness of equal opportunity policies and women's needs has not lead TCT administrators to exercise any officially-sanctioned form of positive discrimination in favour of women over English. In the great majority of countries which responded - and we suppose that those who did not respond are not likely to be very aware of gender issues - men and women were required to reach the same standard of English.

The few programmes where a form of positive discrimination is exercised include Bangladesh and Pakistan which are the second and third largest TCTs within the IELTS group of countries.

7.4. Summary of findings concerning the main hypothesis: the existence of unsuccessful women nominees and candidates.

7.4.1. Few women rejected by the British side :

It is against this background that we found the number of women candidates who have been unsuccessful at obtaining an award merely because the British side have considered their English insufficient, to be few and far between.

Only 12 countries have revealed any cases of women not accepted for training by TCT administrators on account of their English. In 11 countries, the number of cases is only a handful in each (between 1 and 8), totalling about 26 cases over the last 2-5 years. But in Bangladesh, exceptionally, the number is much higher standing at 25-30 since 1989/90. This gives a grand total of between 50 and 60 cases going back on average about 3 years.

7.4.2. Limited effect on total TCT numbers :

In the context of the total number of female Study Fellows who came to the UK in 1990/1, which amounted to 2502, 50-60 over about 3 years is not a very significant number. If we try to estimate what difference to the total number of women this figure might have made had these women been allowed to become Study Fellows (if it is realistic to suppose that they could have come), we could say it would only have increased the number of women by between 1 and 2 %. The proportion of women among all SFs would scarcely have been affected.

7.4.3. Numerical significance for a reduced number of countries:

Nevertheless, for just a few countries, the issue is quite significant. In Bolivia one or two women rejected per year out of only 5 or 6 women nominees amounts to 20 %. In Mozambique, we estimate the number of women rejected to represent 10-20% of successful female trainees on the basis of the information supplied. And in Bangladesh it appears that in 1990/1, as many women were rejected as ended up being successful in obtaining new awards. In other words the number of women Study Fellows could perhaps have been *double* what it was, had it not been for the problem of English.

7.4.4. TCT administrators' emphasis on other constraints on women:

The reasons suggested to us why there were so few women rejected all point in a similar direction. Few women are nominated, due to social, educational and career constraints that are beyond the reach of the TCT administrators. For instance, "The problem in Jordan, as probably with many Islamic countries is not the level of English of women but getting women nominees in the first place." (15).

A BC Director with experience in Pakistan, Sudan, Chile and Colombia writes : "I have to say that I have never had the impression that the exam [the English test], or lack of ability to pass it, have held back women candidates who would otherwise have been accepted". If there are far fewer women trainees in Sudan and Pakistan, "This is because few women are put forward for training in the first place. Those who are, are women of remarkable determination and ability, who get past the limitations of their societies.[...] I can well see that women's failure to reach an equal statistic can be blamed on many factors, but I really do not see that English is one of the real ones. One has to look instead for factors which prevent women from gaining promotion to the kind of post whose holders are usually selected for training in UK. It is even more obvious in Colombia that lack of English is not one of the main factors determining that. " (16).

From Sudan itself, we were informed that '..for women the main constraint is that they are seldom, if ever, employed in posts which form part of the projects the ODA supports (projectisation has done women no favours as was noted by Pat Holden several years ago) and are thus unlikely to be offered TC training' (17)

In Oman "...the constraint on women participating in overseas training in Oman is in no way linked to language ability but to the perceived lower status of women in a conservative muslim society." (18).

A number of comments in the same vein as these were received. At the same time, though sympathy was sometimes expressed with the

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15) Letter from Dr. Karen Pickles, Assistant Director (Development), BC, Amman.

16) Letter from Bill Campbell, Director, BC, Colombia.

17) Letter from Anne Hewling, Assistant Director, BC Sudan, 10/2/1992.

18) Letter from Elizabeth Rylance-Watson, Assistant Director 1, BC Sultanate of Oman.

aims of this study, no one wrote any comments enthusiatically endorsing lack of English as a constraint on women.

7.4.5. Women's superior English language skills

Far from being constrained by their lack of English, our survey produced data indicating that women could do better at English than men. In the chapter on the competence of Study Fellows (see Table 13) there is evidence to show that in many cases women had achieved higher levels of English language competence than men as measured by the IELTS.

Overall 58% of women achieving an award in 1990/1 were 'Competent Users' and above (scoring at least 6.0), whereas only 42 % of men achieved this, based on the results of 1271 IELTS tests. The finding is supported by the view expressed on at least three occasions by TCT administrators that women were often better than men both in terms of qualifications and of their English.

It also underpins our conclusion that English is not a constraint on the participation of more women in TCT in the majority of countries where it operates.

7.5. Factors conditioning the findings : grey areas in the nomination process and suitable women remaining unnominated.

However, the findings outlined above do not lead inexorably to the hard and fast conclusion that the whole issue of the English language criterion in TCT can be dismissed. For although we are confident that the figures and comments set out above are an accurate reflection of TCT administrators' information, perceptions and practice, these findings alone do not give a complete picture. Further elements must be added.

The research reveals that there is a 'grey area', a poorly visible sphere in the nomination process with respect to the English language criterion which covers several stages in which it is applied during the selection before nominees or candidates reach the point of taking the IELTS test. As a result there are a number of women who are not considered for training.

7.5.1. The 'pre-IELTS screen'.

For instance, some administrators use a 'pre-IELTS screen' to filter out candidates on the basis of informal interviews and other preliminary English tests. This was reported for 5 countries (Costa Rica, Bolivia, East Jerusalem and Mauretania) and was considered very common by TCTD Spring Gardens. Additionally responses to questionnaires showed that some elimination takes place at the start of in-country ELT, but that this was not always recognised as a rejection.

7.5.2. TCT administrators are not the only ones to apply the English language criterion.

Furthermore, we have established that the TCT administrators are by no means the only agents to select trainees on the basis of their English. The Government of the country does this to a considerable extent and there is also a process of self-selection on the part of candidates themselves.

7.5.2.1. Government of the Country's own English test:

The numbers of possible trainees eliminated in this way are in our view largest when the GOC sets its own test of English. This involves China, Thailand and Malaysia. Though their number and gender is unknown, Thailand estimates 20% of candidates are eliminated in roughly equal numbers of men and women.

7.5.2.2. GOC's informal application of English criterion:

A number of other potential trainees are excluded from nomination by the GOCs on the grounds of their alleged insufficient English in informal ways about which little is known. In 15 countries this happens 'occasionally' or 'frequently'. In a further 5, the English criterion is used by the GOC but it is not known to what extent, giving a total of 20 countries in which a recognised or potential exclusion of people takes place because their English is deemed insufficient by the GOC's nominating body.

7.5.3. Suitable women remaining unnominated.

As a result of these practices, it is known by the British Council or Embassy that **there are certain women working in the public sector who have not been nominated because of their insufficient English in 11 countries.** In 4 countries the number is not known; in 6 countries, the estimated number is only between 2 and 10; but in Bangladesh it is estimated that as many as 250 women are unsuccessful in gaining training for this reason. It makes a total of at least 286 spread over 11 countries. The 11 countries involved are a minority within IELTS countries and only a very small group among all TCTs, but the effect is not to be underestimated.

7.5.4. The case of Bangladesh

With Bangladesh the numbers are large enough that they would make a statistical difference to the presence of women in TCT as a whole if these unnominated women were converted into actual Study Fellows. If about 286 women trainees could be added to the total, which was 2502 in 1990/1, it would represent over 10 % more women, a considerable increase. If this meant correspondingly less men in TCT it would substantially raise the average 20 % female participation rate - though to be realistic, this type of calculation would have to take other factors into consideration.

7.5.5. Self-selection and self-exclusion.

In open programmes where the GOC does not select nominees but candidates put themselves forward, we conclude that self-selection leading to self-exclusion on the part of candidates takes place, for several reasons : because it is a British programme, because other donors can be attractive to poor English speakers, and because of the English language requirement stated in TCT advertisements and circulars. There was no scope in the study to estimate the extent to which self-selection takes place, but it is bound to affect women.

7.6. Exceptions to the main findings : Countries where English is a constraint on women.

To conclude, the countries where the study has found evidence that women have been constrained from participating in TCT on account of the English language requirements of the programme are as follows :

7.6.1. Bangladesh

There is a very significant number of women who have a) been rejected by the TCT administrators, in spite of their efforts at positive discrimination and the provision of in-country English language training - 15 in one year alone ; b) are working in the public sector and might be suitable nominees for TCT if it weren't for the fact they appear not to have sufficient English - an estimated 250.

In the context of a programme which can cater for about 450 SFs a year, with only 50 of them being women in 1990/1, lack of sufficient English is a major constraint. The explanation is not only socio-educational, but also to do with a largely projectised programme which involves wider sections of the public sector than the civil service elites.

7.6.2. China :

Though the British Council only found 5 rejected women nominees, the relatively high standard of English required by the GOC and TCT suggests that it is a constraint on women, and probably on men too, particularly since the GOC applies its own test of English. The BC is not in a position to find out from the Chinese Government nominating bodies the extent of this constraint.

It is worth noting that the BC thinks that there are likely to be equal numbers of men and women 'at the top end' of the range of abilities in the country in general, whereas 'going down the [social] scale' men are more likely to have some English than women. The implication is that English would be more of a constraint on women if TCT awards were available to wider educational/social sectors.

7.6.3. Mozambique :

Lack of English language skills are a constraint : 7 women rejected by the BC plus 5 unnominated women represent a significant proportion of women already in TCT which stood at 50 in 1990/1, at its peak. The context is that of a country where English is 'still only the 3rd language'.

7.6.4. Bolivia :

The Competent User (IELTS Band 6.0) standard of English required for TCT trainees in a country where 'the standard is low at public sector level' and 'English courses costs are quite high', together with the absence of in-country ELT provision all combine to make English a constraint. One or two women are rejected because of this every year and more than ten remain unnominated, significantly affecting a small programme of 38-42 awards where women have been only 10 % of the total.

7.6.5. Senegal :

Being a Francophone country, the standard of English is 'fairly low' and thus is 'a significant constraint in the finding of suitable candidates for TCT awards'. This evidently also affects women, at least 10 of whom are estimated to remain unnominated by the GOC because they lack English, in spite of the fact that the BC itself is able to offer in-country ELT with a starting level of only 3.0 (Extremely limited user'). Therefore the number of women in TCT which was 7 in 1990/1 and only 2 in 19991/2 could rise substantially if more ELT courses became available.

7.6.6 Peru :

This is a case of English being, in our view, an invisible constraint in an open programme. Prospective applicants are warned they should be 'fluent in English'; a level of 5.0 is required and there is no offer of in-country ELT for non-project-related candidates. The country is described as 'an EFL environment. English is necessary only for those who hope to live, work or study in an English-speaking country. Standards are generally low'. In other words, it is possible to occupy a high level public sector position without being competent at English, and 4 cases of unnominated women working in the public sector have been identified.

We conclude there must be more professional or otherwise qualified women who have not applied of their own accord. However, given that the number of women SFs in training in 1990/1 was above average, the constraint should be seen in context.

7.6.7. Costa Rica :

English is obviously a constraint for all in so far as the GOC frequently refrains from nominating people because they lack sufficient skills and candidates have to do a pre-IELTS test to avoid wasting their and the administrators's time, indicating that many would fail. There is insufficient information to ascertain the wider effect on women, but already 5 unnominated women are estimated to exist.

FINAL REMARKS

This study has revealed that the lack of English language skills is not an important constraint preventing women from receiving awards for the Technical Cooperation Training Programme as it stands at the moment, with the exception of a few countries most notably Bangladesh.

Apart from the reasons already presented in this study, we feel the present state of affairs is also to do with basic features of TCTs which the confines of this study did not enable us to investigate. The most important of these is the fact that many, if not most programmes still recruit trainees from amongst an educational and professional elite which is also a social elite. It should come as no great surprise that women and men among such elites have some knowledge of English which is sufficient for them to be considered for training.

Looking to the future, though, we can suppose that if training is to be increasingly related to aid projects, for which the ODA has good reasons, the awards will increasingly be made to people who are not typical of the elites and come from much wider social and educational backgrounds.

If this happens then it may well be that potential trainees will be recruited from levels in Public Administration where people will have increasing needs for more English Language training. Considering how well established the knowledge about women's educational disadvantages in many developing societies is, wider recruitment for TCT may mean recruiting from sectors where women are linguistically also at a disadvantage.

Therefore we may suppose that in the future the gender gap between men and women over English could in fact become greater, depending on the type of TCT.

RECOMMENDATIONS

These recommendations are not a summary of recommendations arising directly from the text due to the unusual fact that the study's conclusions did not support the original hypothesis.

The findings of the study indicate that the constraints on women in relation to English language skills are not extensive. The recommendations are focused on the general statement in Recommendation 1. below and expanded in the subsequent ones.

1. ODA adopt a policy that no woman nominee or candidate who is otherwise suitable for training be refused on account of her English language skills and incorporate it into the BC's developing equal opportunities policies.

In countries where this is already a de facto situation, we recommend it be formalised. Where the resource implications are extensive, it become a target to be achieved in an agreed time period.

2. ODA creatively use the English language criterion in selection to promote and support its policy of increasing the number and proportion of women trainees, since it is the area of the selection process over which it has most control, whether in theory or in practice.

3. ODA to take steps to eliminate, dispel or severely reduce, as appropriate to each country, the grey areas in the nomination process through which women's chances of selection may be reduced, identified as : formal and informal Government of the Country selection, self-selection/exclusion, and pre-IELTS screening tests (all on basis of English skills).

4. To this end, ODA aim to take full control of the application of the English language criterion in the selection process unless this can be politically undesirable where it is partially in the hands of the Government of the Country, unless this can be shown to be politically undesirable.

5. Where the GOC applies its own test, that politically sensitive ways be found to reduce its effect of eliminating women, whether this be by proposing to the GOC that the minimum level be reduced or by suggesting the British side take over the task of testing altogether, or other ways.

6. Where it is not known how or to what extent the GOC selects on the basis of English, ODA to make it clear that GOC need not concern itself over this aspect of the selection process.

7. Where informal ways of testing nominees' or candidates' English, such as interviews, screen or preliminary tests, are used by TCT administrators, these be revised, standardised or abolished, as appropriate, to comply with Recommendation 1.

8. Where candidates have hitherto been asked to apply only if they have a good/fair/excellent knowledge of English (as in open or scholarship-type programmes), these statements whether in

advertisements, circulars or notes to applicants, be revised in line with Recommendation 1, to ensure that women are encouraged to come forward.

9. ODA ensure that in all countries potential candidates, nominees and their Ministries and Nominating bodies are given clear information through the appropriate channels about desirable English language skills and about the availability of full-time/part-time in-country ELT and UK ELT, written in a way that is encouraging to women in that particular country.

10. ODA to fully support women nominees and candidates to reach the necessary level of English language skills, by providing the required amounts of ELT.

This may be achieved by selectively expanding the availability of in-country ELT for women a) where none is offered at present; b) where it is only available for project-related trainees; c) where it is available at OBS 4.0 and above, ie. by introducing greater flexibility of starting levels for women.

11. The experience of Bangladesh in this respect, with starting levels for in-company ELT of 5.0 for men and 2.0 for women, be evaluated to see whether it can be transferred to other countries.

12. In-country ELT schemes be appraised in relation to women's practical gender needs (user-friendliness) in matters such as organisation and timetabling of courses, non-sexist materials, and equal opportunities awareness of staff and students, notwithstanding their present reported success.

13. ODA seek local providers of ELT where the British Council DTEO is unable to provide language training.

14. Women nominees' and candidates' preferences for either UK-based or in-country ELT, or periods of both, be sought and met wherever possible.

15. While there is no question in our minds that the target level of English must be sufficiently high for the trainee to benefit from the proposed main training, and that the minimum level for coming to the UK is set at 4.0 for good reasons, we recommend that extended UK pre-course ELT be offered to those cases of women who need and want it for them to be able to bridge the remaining English language skills gap (eg.from 4.0 to 6.0) without a limit being set. Examples have been reported for people occupying key posts in important projects, and for two women from Pakistan.

16. Action be taken over all the specific cases of women employed in Ministries who have been unsuccessful at obtaining an award described in Chapter 3.6.1. and Table 9, along the lines mentioned above.

17. Further enquiries be made of the GOCs to find out if there are women who have not been nominated on account of their lack

of English language skills, in the 19 countries where BCs/Embassies have said they could ask (Chapter 3.8).

ADDITIONAL RECOMMENDATIONS ABOUT WOMEN IN TCT IN GENERAL :

18. TCT management information system to produce an aggregated report of the movement in the percentage of women trainees from each country over the last three to five years.

19. BC to conduct an internal survey in order to be able to identify with hard data which characteristics of training programmes are likely to raise the proportion of women in training and which are likely to lead to difficulties in recruitment. Characteristics to include , for instance, projectised/non-project awards, fields of projects, open or self-selected application vs. GOC nomination-based programmes, programme size and special features, basic geographical and socio-cultural features of country.

20. Country posts to report reliable data on the status of women and to be involved in developing strategies to increase the participation of women.

21. ODA to increase the number and size of projects in the areas most likely to involve women in training such as Management and social sciences, Medical sciences and Education (as shown by the Tables in Chapter 2).

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APPENDIX 1 .

ODA Research Project

CONSTRAINTS ON THE PARTICIPATION OF WOMEN IN THE TECHNICAL COOPERATION TRAINING PROGRAMME OWING TO A LACK OF ENGLISH LANGUAGE SKILLS.

Questionnaire for in-country British Council staff involved in organising training for Study Fellows selected for ODA-funded technical cooperation training.

Purpose of this questionaire :

General :
- To find out to what extent the requirement of having English language skills adequate for the nature of the training offered by TCT is in effect a constraint on the participation of more women in training.

Specific :
- To find out whether there are any women who have been nominated by their governments but whose application form has not been approved or forwarded to TCTD, either :

(in countries using the IELTS) because their IELTS results showed that they did not possess sufficient English language skills to be able to reach the standard required, even with ELT, for training in the UK or third countries; or :

(in non-IELTS countries) because it had become apparent through other means that the nominee did not possess sufficient English language skills.

- To find out whether British Council staff have any knowledge of the existence of women working in the public sector who would be suitable nominees for training except for the fact that they appear not to have sufficient English language skills.

Contents :
Part I : Your records. Part II : The nomination process. Part III : The use of English.
Part IV : For IELTS countries only. Part V : For countries running in-country ELT.

Name of person responsible for TCT programme : ....

Title/post : .... Country : ....

PLEASE RETURN TO : G. Langley and M.Threlfall, Department of Modern Languages, South Bank Polytechnic, Borough Road, London SE1 0AA , UK ~~by end of February.~~

PART I. YOUR OFFICES'S RECORDS OF NOMINEES FOR T.C.T.

Name of person filling in this part : ....
Title of post : .... Country : ....

Question 1 : Which of the following records does your office hold ? Please tick the box and circle the year for any records/files held.

☐ A. Current, ie. new and continuous, TCT award-holders of all types in 1991/2.

☐ B. Past TCT award-holders who took up the award and went for training.
Please circle years held :
1990/1 1989/90 1988/9 1987/8 1986/7
Further back:................ (indicate earliest year)

☐ C. Nominees whose A2 was forwarded to TCTD but who withdrew of their own accord before start of training.
Circle years held :
1991/2 1990/1 1989/90 1988/9 1987/8 1986/7
Further back : ....(indicate earliest year)

☐ D. Past nominees whose A2 was rejected /not forwarded to TCTD, for whatever reason. Circle years held :
1990/1 1989/90 1988/9 1987/8 1986/7
Further back : .... (indicate earliest year)

2. Are the above-mentioned types of files computerised/held in a database ?

type A. ☐ Yes ☐ No
type B. ☐ Yes ☐ No
type C. ☐ Yes ☐ No
type D. ☐ Yes ☐ No

3 . Offices with B. type files : Do the files/records for all 1991/2 and 1990/1 new TCT awards contain the results of their IELTS test?

☐ No, IELTS not used in this country ☐ No (other reason) ☐ Yes

If yes, please look at the results for new awards made in 1990/1 , ie. any new award made between April 1990 and March 1991.

	Total	Women	Men
Number of IELTS tests checked :	....	....	....
SCORES/RESULTS :			
Band/level 3.5 and below :	....	....	....
Band/level 4.0 to 5.5 :	....	....	....
Band/level 6.0 and above :	....	....	....
Number who subsequently had English language training in the UK:	....	....	....

Any comments on these figures : ....
....
....

4 . For offices who hold C (withdrawn of own accord) or D (rejected by BC) files.
Do these files contain details of nominees' level of English language attainment?
* IELTS countries : ☐ Yes ☐ No
* Non IELTS countries : ☐ Yes ☐ No

5 . About C files (withdrawn of own accord) :
How many **women** nominees withdrew ?
1991/2.........;1990/1 :.........; 1989/90:.........; 1988/9:.........; 1987/8:.........;

6 . About C files:
What was the English language attainment level of the **women** nominees who withdrew? (please specify for each case, continuing on separate sheet if needed)

Case 1 : Year .... Level .... Case 4 : Year............ Level..............
Case 2 : Year .... Level .... Case 5 : Year............ Level..............
Case 3 : Year........... Level...................... Case 6 : Year.............. Level.............

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7. **All offices :** What is the lowest level of English at which you accept nominees before they receive in-country or UK ELT ? (specify general rule and types of exceptions)

*For in-country ELT : Men : ....

Women : ....

*For UK ELT: Men : ....

Women : ....

*English not tested ....

8. **For offices with D files (nominees rejected or delayed by the British Council) :**

Please fill in for each case found, photocopying the form on the next page, as needed:

Case N° ....(number 1,2,3...etc) Year................ ☐ Woman ☐ Man

Reason : (Tick main reason)

☐ (a) The person had insufficient English language skills.

☐ (b) The person did not meet other ODA eligibility criteria.

☐ (c) The person was considered academically unable to benefit from the proposed training.

☐ (d) Another reason (please specify) : ....

....

If the reason was (a) , how was this ascertained ? (Tick one or more and enter score)

☐ Preliminary English language test before in-country ELT: score below.............

☐ IELTS/ELTS score below ....

☐ TOEFL score below ....

☐ Insufficient local English qualification (specify) : ....

☐ British Council evaluation during interview.

☐ Other source of information :..

9 . Total number of women nominees rejected for ELT and subsequent training mainly because of their lack of English language skills ?

Women.......... Years examined ....

10. Please comment on your findings, giving a brief explanation of why you have found ☐ no cases ☐ few cases ☐ many cases of women not accepted/rejected for ELT and training, due to lack of English language skills :

....

....

....

ADDITIONAL PAGE OF FORMS FOR QUESTION 8.

Women nominees rejected /not accpted / not forwarded to TCDT in London.

Case N° ....(number 1,2,3...etc) Name : .... Year...........

Reason : (Tick main reason)

☐ (a) The person had insufficient English language skills.
☐ (b) The person did not meet other ODA eligibility criteria.
☐ (c) The person was considered academically unable to benefit from the proposed training.

☐ (d) Another reason (please specify) : ....
....

If the reason was (a) , how was this ascertained ? (Tick one or more and enter score)

☐ Preliminary English language test before in-country ELT: score below.............
☐ IELTS/ELTS score below ....
☐ TOEFL score below ....
☐ Insufficient local English qualification (specify) : ....
☐ British Council evaluation during interview.
☐ Other source of information :..

****

Case N° ....(number 1,2,3...etc) Name :... Year...........

Reason : (Tick the main reason)

☐ (a) The person had insufficient English language skills.
☐ (b) The person did not meet other ODA eligibility criteria.
☐ (c) The person was considered academically unable to benefit from the proposed training.
☐ (d) Another reason (please specify) : ....
....

If the reason was (a) , how was this ascertained ? (Tick one or more and enter score)

☐ Preliminary English language test before in-country ELT: score below.............
☐ IELTS/ELTS score below ....
☐ TOEFL score below ....
☐ Insufficient local English qualification (specify) : ....
☐ British Council evaluation during interview.
☐ Other source of information :..

PART II : THE NOMINATION PROCESS IN YOUR COUNTRY

Name of person completing this part :...
Title of post :.. Country : ....

11.. What is the name of the central nominating body in your country?

Full name :..

Function :...

12. How many nominees for project-related and non-project-related awards were there in :

a) 1991/2 : Project-related : women........ men........
Non-project-related: women........ men........
Other schemes : women........ men........

b) 1990/1 : Project-related : women........ men........
Non-project-related : women........ men........
Other schemes : women........ men........

c) 1989/90 : Project-related : women........ men........
Non project-related: women........ men........
Other schemes : women........ men........

13. What was the distribution of awards by level or type of training, in a typical recent year ? Year : .... Total : ....(number)

enter number or percentage whichever is easier :
post-doctoral : .... PhD. : .... Masters : ....
post-experience : .... technitian : .... undergraduate : ....

14. Does the British Council invite the Government of the Country to select nominees from amongst people who already have certain English language skills ?

☐ Yes (specify approximate wording of English language criterion used by you)): ....
....
☐ No, because BC does not test nominees' English.
☐ No, because BC tests English after receiving nominations.
☐ Other : ....

15. Does the nominating body use knowledge of English as one of its own criteria for selecting nominees ? ☐ Yes ☐ No (go to question 17.)

16. What level of English does the nominating body consider a minimum for nominating someone ?

....

17. Does the nominating body apply a test or informal assessment ? ☐ Yes ☐ No
If yes please specify : ....

18. As far as you are able to judge, does the nominating body ever refrain from nominating a person because it considers s/he lacks the required level of English ?

☐ Rarely ☐ Occasionally ☐ Frequently ☐ Impossible to say

19. *We are aware the following is not an easy question and would therefore be grateful for a careful answer as it is important for the study.*
Do you or your colleagues in the BC office have any knowledge of the existence of individual **women** working in the public sector who might be suitable nominees for TCT if it weren't for the fact that they appear not to have sufficient English language skills ? (please tick one)

☐ Yes, we know of specific cases. How many ? ....
☐ There are indications of possible cases. Estimated number........?
☐ No, we have no knowledge of any cases.
☐ Question does not apply because English is the official language or the language of Government.

20. Could the BC ask the the nominating body or ministries directly whether there are any people, particularly women, who have not been nominated because they are considered to have insufficient English language skills ? (please tick)

☐ Yes.
☐ No. Please give reason :
....
....

PART III . FOR ALL COUNTRIES : About the use of English in the country.

Name of person completing this section :..
Title of post :.. Country : ....

21. Briefly describe the status and standard of English in the country :
....
....
....

22 . From your personal experience of meeting people in the country, have you noticed any differences in the abilities of women and men to use English ?
☐ Yes ☐ No (please tick)

a.	Do more women or more men know English ?	☐ women	or	☐ men
b.	Who is more likely to have a more advanced knowledge of English ?	☐ women	or	☐ men
c.	Who has greater ability to speak ?	☐ women	or	☐ men
d.	Who has greater ability to write ?	☐ women	or	☐ men

About girls' and women's access to English language learning :

23 . Is secondary education compulsory for girls ? ☐ Yes ☐ No

24. Are there English medium secondary schools that girls can attend ?

☐ Yes, single-sex girls' ☐ Yes, coed ☐ No, boys only ☐ Neither

25 . Where English is a second language, which are the subjects taught in English ?
(specify which) : ....

26 . Are girls more or less likely than boys to study the subjects taught in English?
☐ more likely ☐ less likely ☐ as likely
Brief reason :
....

27. Where English is taught as a foreign language, is there any indication that girls are more or less likely than boys to study it ?
☐ more likely ☐ less likely ☐ as likely

28. All in all, are girls more or less likely than boys to leave secondary education equipped with a knowledge of English ?

☐ more likely ☐ less likely ☐ as likely

29. If women go on to higher or further education, are they more or less likely than men to continue to learn English ?

☐ more likely because (specify) ....

☐ less likely because it is men who tend to go to the English-medium universities or study the subjects taught in English.

☐ the same because (specify) ....

30. Do women who are in paid employment have more or fewer opportunities than men to keep up their English through work ? (for instance where English is useful in the job)

☐ more, because (specify) ....
☐ less, because..
....

Part IV. ABOUT THE IELTS (Only for countries using the IELTS).
To be completed by the person administering the test if possible.

Name of person completing this section : ....
Title of post : .... Country : ....

31. What is your opinion of the IELTS as a language test? Please feel free to give your personal opinion. Is it fair ? Is it possible for candidates to cheat in any way? Could it be improved ?

....
....
....
....
....

32. In the speaking/oral part of the test, where the candidate comes face to face with the examiner, does it matter whether the examiner is male or female, on account of cultural attitudes in your country ?

☐ No, its not a problem
☐ Yes , a female examiner is not supposed to be alone with a male candidate
☐ Yes , a male examiner is not supposed to be alone with a female candidate
(tick either or both)
☐ Other : ....

33. Do you use female examiners for female candidates in the speaking part ?

☐ Don't know/no record of this kept
☐ Yes, it is our policy to do so
☐ Other : ....

34. Is there any other way in which there might be a gender or sexual bias in the test or its evaluation ?

....
....
....

PART V : ABOUT IN-COUNTRY ENGLISH LANGUAGE TRAINING

To be completed only by offices in countries providing in-country English Language Training.
(ie. Bangladesh, Ecuador, Egypt, Indonesia , Jordan, Nepal, Oman, Peru, Sri Lanka, Thailand, Yemen, and also China)

To be completed by person responsible for in-country training if possible.

NAME of person completing this section : ....
TITLE/POST : .... Country : ....

35. Is in-country ELT offered to TCT nominees :

☐ Mainly for nominees to be able to reach a certain level of English (eg. IELTS level 4.0 ?) **before** going on to further ELT in the UK, ie. in order to provide more opportunity for learning English?

☐ Mainly **instead** of UK ELT, ie. afterwards they go straight into TCT training?

☐ As two alternatives. If so, are women more or less likely than men to receive in-country ELT ? ☐ More likely ☐ Less likely
Because : ....
....

36. Do TCT nominees do a preliminary ('mini-platform'?) test/assessment of English before starting in-country ELT?

☐ No ☐ Yes Name of test/assessment: ....

37. If yes, how many **women** nominees took this preliminary test/assessment ?

1991/2....... 1990/1....... 1989/90.......

38. Were any **women** eliminated on the basis of this test/assessment ?
☐ Yes ☐ No

If yes , how many ? 1991/2.......... 1990/1.......... 1989/90.........

39. How many **women** nominees have been offered in-country ELT ?

1991/2......... 1990/1........ 1989/90.......

40. How many **women** nominees were able to complete the planned period of in-country ELT ? (insert number for each year)

1991/2....... 1990/1....... 1989/90.......

41. What is the major reason for **women** nominees not starting or not completing the planned course ?

....

42. How many **women** nominees successfully completed in-country ELT and went on to ELT in the UK or straight into training?

Into UK ELT : 1991/2........ 1990/1........ 1989/90........ (specify number)
Into training: 1991/2........ 1990/1........ 1989/90........ (specify number)

43. Mode of attendance and length of in-country ELT offered :

Full-time length :	Part-time length :
maximum :	maximum : ....
minimum :	minimum : ....
average or typical length :	average : ....

44. How do any nominees whose usual place of work is not near the ELT centre arrange to attend the course ? (eg. accomodation arrangements)

....
....
....

45. How successful are in-country ELT courses in getting women up to the standard required before further ELT is offered in the UK ?
....
....
....

46. Is all in-country ELT funded by the ODA ?
☐ Yes ☐ No, it is funded by : ....

Thank you for completing this lengthy questionnaire !

Do feel free to add any comments .

PLEASE RETURN TO : M.Threlfall & G.Langley, Department of Modern Languages, South Bank Polytechnic, Borough Road, London SE1 OAA , UK BY END OF FEBRUARY.

How are the results reported and interpreted?

Reporting of Results
On-the-spot marking ensures that test results are available very soon after the test is taken. A *test report form* will normally reach the receiving institution within two weeks of the candidate sitting the test.

The *test report form* gives details of the candidate's nationality, first language, date-of-birth and proposed subject of study and qualification as well as the date and results of the test and the module taken.

Form of results
Each subtest is reported separately in the form of a *Band Score*. The individual subtest scores are added together and averaged to obtain an *Overall Band Score*. Each Band corresponds to a descriptive statement which gives a summary of the English of a candidate classified at that level. The scale of Bands ascends from 1 to 9 for the Academic Modules and from 1 to 6 for the General Training Module.

The General Training Module is not designed to test the full range of language skills required for academic purposes. Candidates taking this module are unlikely to demonstrate the upper range of such skills and will not be able to score higher than Band 6. Admission to undergraduate or postgraduate courses should **not** then be based on performance on the General Training Module.

The nine Academic Bands and their descriptive statements are as follows:

9 Expert User. Has fully operational command of the language: appropriate, accurate and fluent with complete understanding.

8 Very Good User. Has fully operational command of the language with only occasional unsystematic inaccuracies and inappropriacies. Misunderstandings may occur in unfamiliar situations. Handles complex detailed argumentation well.

7 Good User. Has operational command of the language, though with occasional inaccuracies, inappropriacies and misunderstandings in some situations. Generally handles complex language well and understands detailed reasoning.

6 Competent User. Has generally effective command of the language despite some inaccuracies, inappropriacies and misunderstandings. Can use and understand fairly complex language, particularly in familiar situations.

5 Modest User. Has partial command of the language, coping with overall meaning in most situations, though is likely to make many mistakes. Should be able to handle basic communication in own field.

4 Limited User. Basic competence is limited to familiar situations. Has frequent problems in understanding and expression. Is not able to use complex language.

3 Extremely Limited User. Conveys and understands only general meaning in very familiar situations. Frequent breakdowns in communication occur.

2 Intermittent User. No real communication is possible except for the most basic information using isolated words or short formulae in familiar situations and to meet immediate needs. Has great difficulty understanding spoken and written English.

1 Non User. Essentially has no ability to use the language beyond possibly a few isolated words.

[illegible] not attempt the test. No assessable [illegible]

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APPENDIX 3

1990/1 TCT STUDY FELLOWS BY COUNTRY BY TOTAL NUMBER OF WOMEN

Country :	Women	Men	All	%W.	IELTS 1=yes 2-no 3=discr.(1987)
SOUTH AFRI	192	311	503	38	3
CHINA	180	818	998	18	1
KENYA	160	608	768	21	2
INDIA	145	1513	1658	9	2
TANZANIA	98	326	424	23	3
BOTSWANA	85	209	294	29	3
MALAWI	83	371	454	18	2
UGANDA	83	278	361	23	2
NIGERIA	79	408	487	16	2
THAILAND	79	58	137	58	1
ZIMBABWE	76	306	382	20	2
ZAMBIA	71	289	360	20	2
INDONESI	63	222	285	22	1
MOZAMBIQ	60	137	197	30	1
PAKISTAN	55	338	393	14	1
SRI LANK	51	132	183	28	1
BANGLADE	50	404	454	11	1
MALAYSIA	50	115	165	30	1
LESOTHO	49	123	172	28	3
NAMIBIA	49	92	141	35	1
SUDAN	42	181	223	19	1
MAURITIU	38	75	113	34	3
SWAZILAN	38	104	142	27	3
GHANA	37	145	182	20	2
PHILIPPI	37	44	71	52	2
SIERRA L	30	85	115	26	2
STHELENA	30	15	45	67	2
SEYCHELL	24	37	61	39	2
COLOMBIA	23	58	81	28	1
MADAGASC	23	11	34	68	1
EGYPT	20	113	133	15	1
MEXICO	20	75	95	21	1
PERU	17	36	53	32	1
NEPAL	16	178	194	8	1
BRAZIL	14	51	65	22	1
JAMAICA	14	18	32	44	2
CAMEROUN	13	74	87	15	1
ECUADOR	12	25	37	32	1
FALKLAND	12	1	43	28	2
GAMBIA	11	80	91	12	2
GUYANA	11	11	22	50	2
JERUSALE	11	24	35	31	3
MALDIVE	11	32	43	26	1
ETHIOPIA	10	71	81	12	1
ST LUCIA	9	13	22	41	2
TURKSCAI	9	14	23	39	2
ANGUILLA	8	30	38	21	2
ANTIGUA	8	8	16	50	2
PARAGUAY	8	17	25	32	1
TURKEY	8	6	14	57	1
YEMEN AR	8	134	142	6	1
YEMEN PR	8	14	20	40	1
BHUTAN	7	20	27	26	1
FIJI	7	34	41	17	2

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SENEGAL	7	30	37	19	1
BARBADOS	6	14	26	23	2
GIBRALTA	6	9	15	40	3
JORDAN	6	66	72	8	1
KIRIBATI	6	13	19	32	3
MOROCCO	6	46	52	12	1
OMAN	6	28	34	17	1
CYPRUS	5	13	18	28	1
GRENADA	5	14	19	26	2
HONDURAS	5	7	12	42	1
MONTSERR	5	7	12	42	2
PANAMA	5	9	14	36	1
SOMALIDR	5	54	59	8	1
TUNISIA	5	14	19	26	1
BOLIVIA	4	36	40	10	1
BURKINA	4	12	16	29	1
BURUNDI.	4	6	10	40	1
COSTARIC	4	19	23	17	1
IVORY CO	4	19	23	17	1
NIGER	4	20	24	17	1
TONGA	4	9	13	31	2
ALGERIA	3	2	5	60	1
ANGOLA	3	47	50	6	1
BELIZE	3	11	14	21	2
CHILE	3	15	18	17	1
DOMINICA	3	13	16	19	2
ST VINCE	3	7	10	30	2
VANUATU	3	20	23	13	3
BR.VIR.I	2	6	8	25	2
CAPE VER	2	0	2	100	1
GUATEMAL	2	6	8	25	1
MAURITAN	2	8	10	20	1
SOLOMON	2	33	35	6	3
ST KITTS	2	7	9	22	2
TOGO	2	18	20	10	1
TRISTAN	2	1	3	67	2
BENIN	1	6	7	14	1
BURMA	1	4	5	20	1
CEN.AF.R	1	9	10	10	1
CHAD	1	10	11	9	1
GABON	1	4	5	20	1
GUINEA	1	15	16	6	1
LIBERIA	1	26	27	4	2
AFGHANIS	0	6	6	0	*
CONGO	0	10	10	0	1
GUINEA B	0	4	4	0	1
KOREA	0	2	2	0	1
MALI	0	17	17	0	1
MALTA	0	1	1	0	2
RWANDA	0	13	13	0	1
TRINIDAD	0	1	1	0	2
TUVALU	0	3	3	0	3
ZAIRE	0	44	44	0	1

SOURCE : Calculated on the basis of BC TCTD Quality Control Group typescript and BC English Tuition Coordination Unit document (1987)

IELTS COUNTRIES, BY TOTAL NUMBER OF STUDY FELLOWS 1990/1, PERCENT OF WOMEN AND AVAILABILITY OF IN-COUNTRY TRAINING.

ROW	IELTS countries	SIZE program	CUM%SIZE program	%WOMEN of total	CUM%WOMEN of total	IN-CO ELT: yes=1 no=2
1	CHINA	998	8.1589	18	7.1942	1
2	BANGLADE	454	11.8705	11	9.1926	1
3	PAKISTAN	393	15.0834	14	11.3909	2
4	INDONESI	285	17.4133	22	13.9089	1
5	SUDAN	223	19.2364	19	15.5875	2
6	MOZAMBIQ	197	20.8470	30	17.9856	2
7	NEPAL	194	22.4330	8	18.6251	1
8	SRI LANK	183	23.9290	28	20.6635	1
9	MALAYSIA	165	25.2780	30	22.6619	2
10	YEMEN AR	142	26.4389	6	22.9816	1
11	NAMIBIA	141	27.5916	35	24.9400	2
12	THAILAND	137	28.7116	58	28.0975	2
13	EGYPT	133	29.7989	15	28.8969	1
14	MEXICO	95	30.5755	21	29.6962	2
15	CAMEROUN	87	31.2868	15	30.2158	2
16	COLOMBIA	81	31.9490	28	31.1351	2
17	ETHIOPIA	81	32.6112	12	31.5348	2
18	JORDAN	72	33.1998	8	31.7746	1
19	BRAZIL	65	33.7312	22	32.3341	2
20	SOMALIA	59	34.2135	8	32.5340	2
21	PERU	53	34.6468	32	33.2134	1
22	MOROCCO	52	35.0719	12	33.4532	2
23	ANGOLA	50	35.4807	6	33.5731	2
24	ZAIRE	44	35.8404	0	33.5731	2
25	MALDIVE	43	36.1920	26	34.0128	2
26	BOLIVIA	40	36.5190	10	34.1727	2
27	ECUADOR	37	36.8215	32	34.6523	1
28	SENEGAL	37	37.1239	19	34.9321	2
29	MADAGASC	34	37.4019	68	35.8513	2
30	OMAN	34	37.6799	17	36.0911	1
31	BHUTAN	27	37.9006	26	36.3709	2
32	PARAGUAY	25	38.1050	32	36.6906	2
33	NIGER	24	38.3012	17	36.8505	2
34	COSTA RICa	23	38.4892	17	37.0104	2
35	IVORY CO	23	38.6772	17	37.1703	2
36	YEMEN P.Rep	20	38.8407	40	37.4900	2
37	TOGO	20	39.0042	10	37.5699	2
38	TUNISIA	19	39.1596	26	37.7698	2
39	CYPRUS	18	39.3067	28	37.9696	2
40	CHILE	18	39.4539	17	38.0895	2
41	MALI	17	39.5929	0	38.0895	2
42	BURKINA	16	39.7237	29	38.2494	2
43	GUINEA-K	16	39.8545	6	38.2894	2
44	TURKEY	14	39.9689	57	38.6091	2
45	PANAMA	14	40.0834	36	38.8090	2
46	RWANDA	13	40.1897	0	38.8090	2
47	HONDURAS	12	40.2878	42	39.0088	2
48	CHAD	11	40.3777	9	39.0488	2
49	BURUNDI.	10	40.4594	40	39.2086	2
50	MAURITAN	10	40.5412	20	39.2886	2
51	CEN.AF.R	10	40.6230	10	39.3285	2
52	CONGO	10	40.7047	0	39.3285	2

53	GUATEMAL	8	40.7701	25	39.4085	2
54	BENIN	7	40.8273	14	39.4484	2
55	ALGERIA	5	40.8682	60	39.5683	2
56	BURMA	5	40.9091	20	39.6083	2
57	GABON	5	40.9500	20	39.6483	2
58	GUINEA Bissau	4	40.9827	0	39.6483	2
59	CAPE VER	2	40.9990	100	39.7282	2
60	KOREA	2	41.0154	0	39.7282	2

Source : Calculated onthe basis of BC TCTD Quality Control Group typecript and CMDT list of in-country ELT.

APPENDIX 5

TCT COUNTRIES BY USE OF IELTS, SIZE OF PROGRAMME, NUMBER AND PROPORTION OF WOMEN

IELTS COUNTRIES BY SIZE OF PROGRAMME:

	COUNTRY	NO.WOMEN	TOTAL SFs	% WOMEN	IELTS:YES
1	CHINA	180	998	18	1
2	BANGLADE	50	454	11	1
3	PAKISTAN	55	393	14	1
4	INDONESIA	63	285	22	1
5	SUDAN	42	223	19	1
6	MOZAMBIQ	60	197	30	1
7	NEPAL	16	194	8	1
8	SRI LANKA	51	183	28	1
9	MALAYSIA	50	165	30	1
10	YEMEN ARAB REP.	8	142	6	1
11	NAMIBIA	49	141	35	1
12	THAILAND	79	137	58	1
13	EGYPT	20	133	15	1
14	MEXICO	20	95	21	1
15	CAMEROUN	13	87	15	1
16	COLOMBIA	23	81	28	1
17	ETHIOPIA	10	81	12	1
18	JORDAN	6	72	8	1
19	BRAZIL	14	65	22	1
20	SOMALIA	5	59	8	1
21	PERU	17	53	32	1
22	MOROCCO	6	52	12	1
23	ANGOLA	3	50	6	1
24	ZAIRE	0	44	0	1
25	MALDIVE	11	43	26	1
26	BOLIVIA	4	40	10	1
27	ECUADOR	12	37	32	1
28	SENEGAL	7	37	19	1
29	MADAGASC	23	34	68	1
30	OMAN	6	34	17	1
31	BHUTAN	7	27	26	1
32	PARAGUAY	8	25	32	1
33	NIGER	4	24	17	1
34	COSTARICA	4	23	17	1
35	IVORY COAST	4	23	17	1
36	YEMEN P.R.	8	20	40	1
37	TOGO	2	20	10	1
38	TUNISIA	5	19	26	1
39	CYPRUS	5	18	28	1
40	CHILE	3	18	17	1
41	MALI	0	17	0	1
42	BURKINA	4	16	29	1
43	GUINEA	1	16	6	1
44	TURKEY	8	14	57	1
45	PANAMA	5	14	36	1
46	RWANDA	0	13	0	1

47	HONDURAS	5	12	42	1
48	CHAD	1	11	9	1
49	BURUNDI	4	10	40	1
50	MAURITANIA	2	10	20	1
51	CEN.AF.R	1	10	10	1
52	CONGO	0	10	0	1
53	GUATEMALA	2	8	25	1
54	BENIN	1	7	14	1
55	ALGERIA	3	5	60	1
56	BURMA	1	5	20	1
57	GABON	1	5	20	1
58	GUINEA BISSAU	0	4	0	1
59	CAPE VERDE IS.	2	2	100	1
60	KOREA	0	2	0	1

NON-IELTS COUNTRIES BY SIZE OF PROGRAMME:

		No.WOMEN	TOTAL SFs	% WOMEN	IELTS:NO
61	INDIA	145	1658	9	2
62	KENYA	160	768	21	2
63	NIGERIA	79	487	16	2
64	MALAWI	83	454	18	2
65	ZIMBABWE	76	382	20	2
66	UGANDA	83	361	23	2
67	ZAMBIA	71	360	20	2
68	GHANA	37	182	20	2
69	SIERRA LEONE	30	115	26	2
70	GAMBIA	11	91	12	2
71	PHILIPPINES	37	71	52	2
72	SEYCHELL	24	61	39	2
73	ST HELENA	30	45	67	2
74	FALKLAND	12	43	28	2
75	FIJI	7	41	17	2
76	ANGUILLA	8	38	21	2
77	JAMAICA	14	32	44	2
78	LIBERIA	1	27	4	2
79	BARBADOS	6	26	23	2
80	TURKS & CAICOS I.	9	23	39	2
81	GUYANA	11	22	50	2
82	ST LUCIA	9	22	41	2
83	GRENADA	5	19	26	2
84	ANTIGUA	8	16	50	2
85	DOMINICA	3	16	19	2
86	BELIZE	3	14	21	2
87	TONGA	4	13	31	2
88	MONTSERRAT	5	12	42	2
89	ST VINCENT	3	10	30	2
90	ST KITTS	2	9	22	2
91	BR.VIRGIN.IS.	2	8	25	2
92	TRISTAN	2	3	67	2
93	MALTA	0	1	0	2
94	TRINIDAD	0	1	0	2

COUNTRIES WITH DISCRETIONARY USE OF IELTS BY SIZE OF PROGRAMME:

+ = no longer used in 1992

						IELTS DISCR.
95	SOUTH AFrica	+	192	503	38	3
96	TANZANIA		98	424	23	3
97	BOTSWANA	+	85	294	29	3
98	LESOTHO		49	172	28	3
99	SWAZILAN	+	38	142	27	3
100	MAURITIUS	+	38	113	34	3
101	JERUSALEM EAST		11	35	31	3
102	SOLOMON		2	35	6	3
103	VANUATU		3	23	13	3
104	KIRIBATI	+	6	19	32	3
105	GIBRALTAR		6	15	40	3
106	TUVALU		0	3	0	3
107	AFGHANISTAN		0	6	0	* Missing data

Source : Calculated on the basis of BC TCTD, Quality Control Unit Typscript and English Tuition Coordination Unit Document (1987).

APPENDIX 6

TCT programmes by size, proportion and above or below average representation of women

	COUNTRY	No. of AWARDS	% Women	Representation of women: **
1	INDIA	1658	9	3
2	CHINA	998	18	3
3	KENYA	768	21	3
4	SOUTH AF	503	38	1
5	NIGERIA	487	16	3
6	BANGLADE	454	11	3
7	MALAWI	454	18	3
8	TANZANIA	424	23	2
9	PAKISTAN	393	14	3
10	ZIMBABWE	382	20	3
11	UGANDA	361	23	2
12	ZAMBIA	360	20	3
13	BOTSWANA	294	29	1
14	INDONESI	285	22	2
15	SUDAN	223	19	3
16	MOZAMBIQ	197	30	1
17	NEPAL	194	8	4
18	SRI LANK	183	28	1
19	GHANA	182	20	3
20	LESOTHO	172	28	1
21	MALAYSIA	165	30	1
22	SWAZILAN	142	27	2
23	YEMEN AR	142	6	4
24	NAMIBIA	141	35	1
25	THAILAND	137	58	1
26	EGYPT	133	15	3
27	SIERRA L	115	26	2
28	MAURITIU	113	34	1
29	MEXICO	95	21	2
30	GAMBIA	91	12	3
31	CAMEROUN	87	15	3
32	COLOMBIA	81	28	1
33	ETHIOPIA	81	12	3
34	JORDAN	72	8	4
35	PHILIPPI	71	52	1
36	BRAZIL	65	22	2
37	SEYCHELL	61	39	1
38	SOMALIa	59	8	4
39	PERU	53	32	1
40	MOROCCO	52	12	3
41	ALGERIA	50	6	4
42	ST HELENA	45	67	1
43	ZAIRE	44	0	4
44	FALKLAND	43	28	2
45	MALDIVE	43	26	2
46	FIJI	41	17	3
47	BOLIVIA	40	10	3
48	ANGOLA	38	21	3
49	ECUADOR	37	32	1
50	SENEGAL	37	19	3
51	JERUSALEm E.	35	31	1
52	SOLOMON	35	6	4

53	MADAGASC	34	68	1
54	OMAN	34	18	3
55	JAMAICA	32	44	1
56	BHUTAN	27	26	2
57	LIBERIA	27	4	4
58	BARBADOS	26	23	2
59	PARAGUAY	25	32	1
60	NIGER	24	17	3
61	COSTA RICA	23	17	3
62	IVORY CO	23	17	3
63	TURKS & CAI.	23	39	1
64	VANUATU	23	13	3
65	GUYANA	22	50	1
66	ST LUCIA	22	41	1
67	TOGO	20	10	3
68	YEMEN P.R.	20	40	1
69	GRENADA	19	26	2
70	KIRIBATI	19	32	1
71	TUNISIA	19	26	2
72	CHILE	18	17	3
73	CYPRUS	18	28	2
74	MALI	17	0	4
75	ANTIGUA	16	50	1
76	BURKINA	16	25	2
77	DOMINICA	16	19	3
78	GUINEA	16	6	4
79	GIBRALTA	15	40	1
80	BELIZE	14	21	2
81	PANAMA	14	36	1
82	TURKEY	14	57	1
83	RWANDA	13	0	4
84	TONGA	13	31	1
85	HONDURAS	12	42	1
86	MONTSERR	12	42	1
87	CHAD	11	9	4
88	BURUNDI.	10	40	1
89	CEN.AF.R	10	10	3
90	CONGO	10	0	4
91	MAURITAN	10	20	3
92	ST VINCENT	10	30	1
93	ST KITTS	9	22	2
94	BR.VIR.I	8	25	2
95	GUATEMAL	8	25	2
96	BENIN	7	14	3
97	AFGHANIS	6	0	4
98	ANGUILLA	5	60	1
99	BURMA	5	20	3
100	GABON	5	20	3
101	GUINEA BISSAU	4	0	4
102	TRISTAN	3	67	1
103	TUVALU	3	0	4
104	CAPE VERDE IS	2	100	1
105	KOREA	2	0	4
106	MALTA	1	0	4
107	TRINIDAD	1	0	4

**Representation of women:

4=severely underrepresented (0-9%)
3=underaverage (10-20%),
2=average and slightly overaverage (21-27%),
1=well overaverage (28-100%),

Source : Calculated on the basis of BC TCTD Quality Control group typecript "Number of TCTP SFs by country broken down by gender".

APPENDIX 7

COUNTRIES BY % OF WOMEN AND CUMULATIVE SHARE OF THE TOTAL TCT PROGRAMME.

	COUNTRY	WOMEN %	CUM.% WOM.	TOTAL SFs	CUM.% PROG
1	CAPE VERDE I	100.000	0.080	2	0.016
2	MADAGASCAR	67.647	0.999	34	0.294
3	ST.HELENA	66.667	2.198	45	0.662
4	TRISTAN	66.667	2.278	3	0.687
5	ALGERIA	60.000	2.398	5	0.728
6	THAILAND	57.664	5.556	137	1.848
7	TURKEY	57.143	5.875	14	1.962
8	PHILIPPINES	52.113	7.354	71	2.543
9	GUYANA	50.000	7.794	22	2.722
10	ANTIGUA	50.000	8.114	16	2.853
11	JAMAICA	43.750	8.673	32	3.115
12	HONDURAS	41.667	8.873	12	3.213
13	MONTSERR	41.667	9.073	12	3.311
14	ST LUCIA	40.909	9.432	22	3.491
15	YEMEN PR	40.000	9.752	20	3.654
16	GIBRALTA	40.000	9.992	15	3.777
17	BURUNDI.	40.000	10.152	10	3.859
18	SEYCHELL	39.344	11.111	61	4.357
19	TURKS & CAI	39.130	11.471	23	4.545
20	SOUTH AFRICA	38.171	19.145	503	8.658
21	PANAMA	35.714	19.345	14	8.772
22	NAMIBIA	34.752	21.303	141	9.925
23	MAURITIU	33.628	22.822	113	10.849
24	PERU	32.075	23.501	53	11.282
25	ECUADOR	32.432	23.981	37	11.584
26	PARAGUAY	32.000	24.301	25	11.789
27	KIRIBATI	31.579	24.540	19	11.944
28	JERUSALEM EA.	31.429	24.980	35	12.230
29	TONGA	30.769	25.140	13	12.336
30	MOZAMBIQUE	30.457	27.538	197	13.947
31	MALAYSIA	30.303	29.536	165	15.296
32	ST VINCENT	30.000	29.656	10	15.378
33	BOTSWANA	28.912	33.054	294	17.781
34	BURKINA	25.000	33.213	16	17.912
35	SRI LANK	27.869	35.252	183	19.408
36	LESOTHO	28.488	37.210	172	20.814
37	COLOMBIA	28.395	38.129	81	21.476
38	FALKLAND	27.907	38.609	43	21.828
39	CYPRUS	27.778	38.809	18	21.975
40	SWAZILAN	26.761	40.328	142	23.136
41	SIERRA LEONE	26.087	41.527	115	24.076
42	MALDIVE	25.581	41.966	43	24.428
43	BHUTAN	25.926	42.246	27	24.648
44	GRENADA	26.316	42.446	19	24.804
45	TUNISIA	26.316	42.646	19	24.959
46	BR.VIR.I	25.000	42.726	8	25.025
47	GUATEMAL	25.000	42.806	8	25.090
48	TANZANIA	23.113	46.723	424	28.556
49	UGANDA	22.992	50.040	361	31.508
50	BARBADOS	23.077	50.280	26	31.720
51	INDONESI	22.105	52.798	285	34.050
52	BRAZIL	21.538	53.357	65	34.581
53	ST KITTS	22.222	53.437	9	34.655

BEST COPY AVAILABLE

54	KENYA	20.833	59.832	768	40.934
55	MEXICO	21.053	60.631	95	41.710
56	ANGUILLA	21.053	60.951	38	42.021
57	BELIZE	21.429	61.071	14	42.135
58	ZIMBABWE	19.895	64.109	382	45.258
59	ZAMBIA	19.722	66.946	360	48.201
60	GHANA	20.330	68.425	182	49.689
61	MAURITAN	20.000	68.505	10	49.771
62	BURMA	20.000	68.545	5	49.812
63	GABON	20.000	68.585	5	49.853
64	SUDAN	18.834	70.264	223	51.676
65	SENEGAL	18.919	70.544	37	51.978
66	DOMINICA	18.750	70.663	16	52.109
67	CHINA	18.036	77.858	998	60.268
68	MALAWI	18.282	81.175	454	63.980
69	FIJI	17.073	81.455	41	64.315
70	OMAN	17.647	81.695	34	64.593
71	COSTA RICA	17.391	81.855	23	64.781
72	IVORY COAST	17.391	82.014	23	64.969
73	NIGER	16.667	82.174	24	65.165
74	CHILE	16.667	82.294	18	65.312
75	NIGERIA	16.222	85.452	487	69.294
76	EGYPT	15.038	86.251	133	70.381
77	CAMEROUN	14.943	86.771	87	71.092
78	PAKISTAN	13.995	88.969	393	74.305
79	BENIN	14.286	89.009	7	74.362
80	VANUATU	13.043	89.129	23	74.550
81	GAMBIA	12.088	89.568	91	75.294
82	ETHIOPIA	12.346	89.968	81	75.957
83	MOROCCO	11.538	90.208	52	76.382
84	BANGLADESH	11.013	92.206	454	80.093
85	BOLIVIA	10.000	92.366	40	80.420
86	TOGO	10.000	92.446	20	80.584
87	CEN.AF.R	10.000	92.486	10	80.665
88	INDIA	8.745	98.281	1658	94.220
89	CHAD	9.091	98.321	11	94.310
90	NEPAL	8.247	98.961	194	95.896
91	JORDAN	8.333	99.201	72	96.485
92	SOMALIA	8.475	99.400	59	96.967
93	YEMEN AR.R.	5.634	99.720	142	98.128
94	ANGOLA	6.000	99.840	50	98.537
95	SOLOMON	5.714	99.920	35	98.823
96	GUINEA	6.250	99.960	16	98.954
97	LIBERIA	3.704	100.000	27	99.174
98	AFGHANIS	0.000	100.000	6	99.223
99	CONGO	0.000	100.000	10	99.305
100	GUINEA BISSAU	0.000	100.000	4	99.338
101	KOREA	0.000	100.000	2	99.354
102	MALI	0.000	100.000	17	99.493
103	MALTA	0.000	100.000	1	99.501
104	RWANDA	0.000	100.000	13	99.608
105	TRINIDAD	0.000	100.000	1	99.616
106	TUVALU	0.000	100.000	3	99.640
107	ZAIRE	0.000	100.000	44	100.000

Source : Calculated on the basis of BC TCTD Quality Control Group typcript.

TCT PROGRAMMES BY ALPHABETICAL ORDER OF COUNTRY, GENDER, BC OFFICE AND USE OF IELTS.

ROW	I COUNTRY	II Nº.WOMEN	III Nº.MEN	IV TOTAL SF	V % WOMEN	VI BC OFFICE	VII IELTS
1	AFGHANISTAN	0	6	6	0	*	1
2	ALGERIA	3	47	50	6	1	1
3	ANGOLA	8	30	38	21	*	1
4	ANGUILLA	3	2	5	60	*	2
5	ANTIGUA	8	8	16	50	*	2
6	BANGLADESH	50	404	454	11	1	1
7	BARBADOS	6	14	26	23	*	2
8	BELIZE	3	11	14	21	*	2
9	BENIN	1	6	7	14	*	1
10	BHUTAN	7	20	27	26	*	1
11	BOLIVIA	4	36	40	10	*	1
12	BOTSWANA	85	209	294	29	1	3
13	BR.VIR.IS.	2	6	8	25	*	2
14	BRAZIL	14	51	65	22	1	1
15	BURKINA	4	12	16	25	*	1
16	BURMA	1	4	5	20	*	1
17	BURUNDI	4	6	10	40	*	1
18	CAMEROUN	13	74	87	15	1	1
19	CAPE VERDE	2	0	2	100	*	1
20	CEN.AF.REP.	1	9	10	10	*	1
21	CHAD	1	10	11	9	*	1
22	CHILE	3	15	18	17	1	1
23	CHINA	180	818	998	18	1	1
24	COLOMBIA	23	58	81	28	1	1
25	CONGO	0	10	10	0	*	1
26	COSTARICA	4	19	23	17	*	1
27	CYPRUS	5	13	18	28	1	1
28	DOMINICA	3	13	16	19	*	2
29	ECUADOR	12	25	37	32	1	1
30	EGYPT	20	113	133	15	1	1
31	ETHIOPIA	10	71	81	12	1	1
32	FALKLAND	12	1	43	28	*	2
33	FIJI	7	34	41	17	*	2
34	GABON	1	4	5	20	*	1
35	GAMBIA	11	80	91	12	*	2
36	GHANA	37	145	182	20	1	2
37	GIBRALTAR	6	9	15	40	*	3
38	GRENADA	5	14	19	26	*	2
39	GUATEMAL	2	6	8	25	*	1
40	GUINEA KONAKRY	1	15	16	6	*	1
41	GUINEA BISSAU	0	4	4	0	*	1
42	GUYANA	11	11	22	50	*	2
43	HONDURAS	5	7	12	42	*	1
44	INDIA	145	1513	1658	9	1	2
45	INDONESIA	63	222	285	22	1	1
46	IVORY COAST	4	19	23	17	1	1
47	JAMAICA	14	18	32	44	1	2
48	JERUSALEM EAST	11	24	35	31	1	3
49	JORDAN	6	66	72	8	1	1
50	KENYA	160	608	768	21	1	2

51	KIRIBATI	6	13	19	32	*	3
52	KOREA	0	2	2	0	1	1
53	LESOTHO	49	123	172	28	1	3
54	LIBERIA	1	26	27	4	*	2
55	MADAGASCAR	23	11	34	68	*	1
56	MALAWI	83	371	454	18	1	2
57	MALAYSIA	50	115	165	30	1	1
58	MALDIVE IS.	11	32	43	26	*	1
59	MALI	0	17	17	0	*	1
60	MALTA	0	1	1	0	*	2
61	MAURITANIA	2	8	10	20	*	1
62	MAURITIUS	38	75	113	34	1	3
63	MEXICO	20	75	95	21	1	1
64	MONTSERR	5	7	12	42	*	2
65	MOROCCO	6	46	52	12	1	1
66	MOZAMBIQUE	60	137	197	30	1	1
67	NAMIBIA	49	92	141	35	1	1
68	NEPAL	16	178	194	8	1	1
69	NIGER	4	20	24	17	*	1
70	NIGERIA	79	408	487	16	1	2
71	OMAN	6	28	34	18	1	1
72	PAKISTAN	55	338	393	14	1	1
73	PANAMA	5	9	14	36	*	1
74	PARAGUAY	8	17	25	32	*	1
75	PERU	17	36	53	32	1	1
76	PHILIPPINES	37	44	71	52	1	2
77	RWANDA	0	13	13	0	*	1
78	SENEGAL	7	30	37	19	1	1
79	SEYCHELLES	24	37	61	39	*	2
80	SIERRA LEONE	30	85	115	26	1	2
81	SOLOMON	2	33	35	6	*	3
82	SOMALIA	5	54	59	8	*	1
83	SOUTH AFRICA	192	311	503	38	1	3
84	SRI LANKA	51	132	183	28	1	1
85	ST KITTS	2	7	9	22	*	2
86	ST LUCIA	9	13	22	41	*	2
87	ST VINCENT	3	7	10	30	*	2
88	ST HELENA	30	15	45	67	*	2
89	SUDAN	42	181	223	19	1	1
90	SWAZILAND	38	104	142	27	1	3
91	TANZANIA	98	326	424	23	1	3
92	THAILAND	79	58	137	58	1	1
93	TOGO	2	18	20	10	*	1
94	TONGA	4	9	13	31	*	2
95	TRINIDAD	0	1	1	0	*	2
96	TRISTAN DA CUNHA	2	1	3	67	*	2
97	TUNISIA	5	14	19	26	1	1
98	TURKEY	8	6	14	57	1	1
99	TURKS & CAICOS I.	9	14	23	39	*	2
100	TUVALU	0	3	3	0	*	3
101	UGANDA	83	278	361	23	1	2
102	VANUATU	3	20	23	13	*	3
103	YEMEN ARAB REP.	8	134	142	6	1	1
104	YEMEN P.REP.	8	14	20	40	1	1
105	ZAIRE	0	44	44	0	*	1
106	ZAMBIA	71	289	360	20	1	2
107	ZIMBABWE	76	306	382	20	1	2

NOTES :

Col.III TOTAL SF : All Study Fellows trained in Britain during 1990/1, (irrespective of the year of the award or length of stay). Source : British Council typescript.

Col.V BC office : Presence of a British Council office (Source : Annual Report 1990/1).

Col.VI IELTS TEST : 1=yes, 2=no, 3=discretionary. Source : British Council English Tuition Coordination Unit, "ELTS Requirement for overseas students studying in UK under British Council auspices", March 1987, Internal document.

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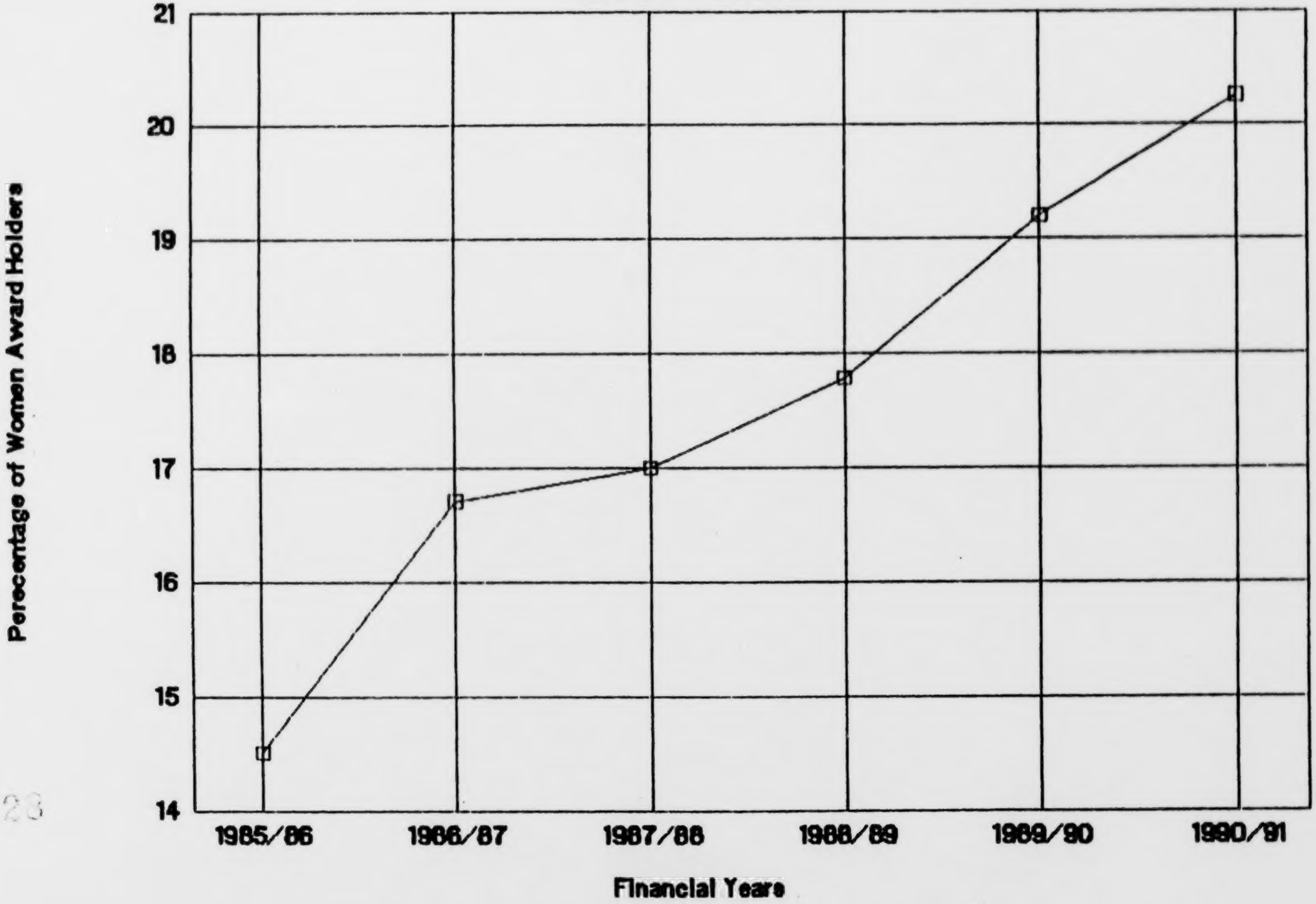
APPENDIX 9

Women as Percentage of New Awards

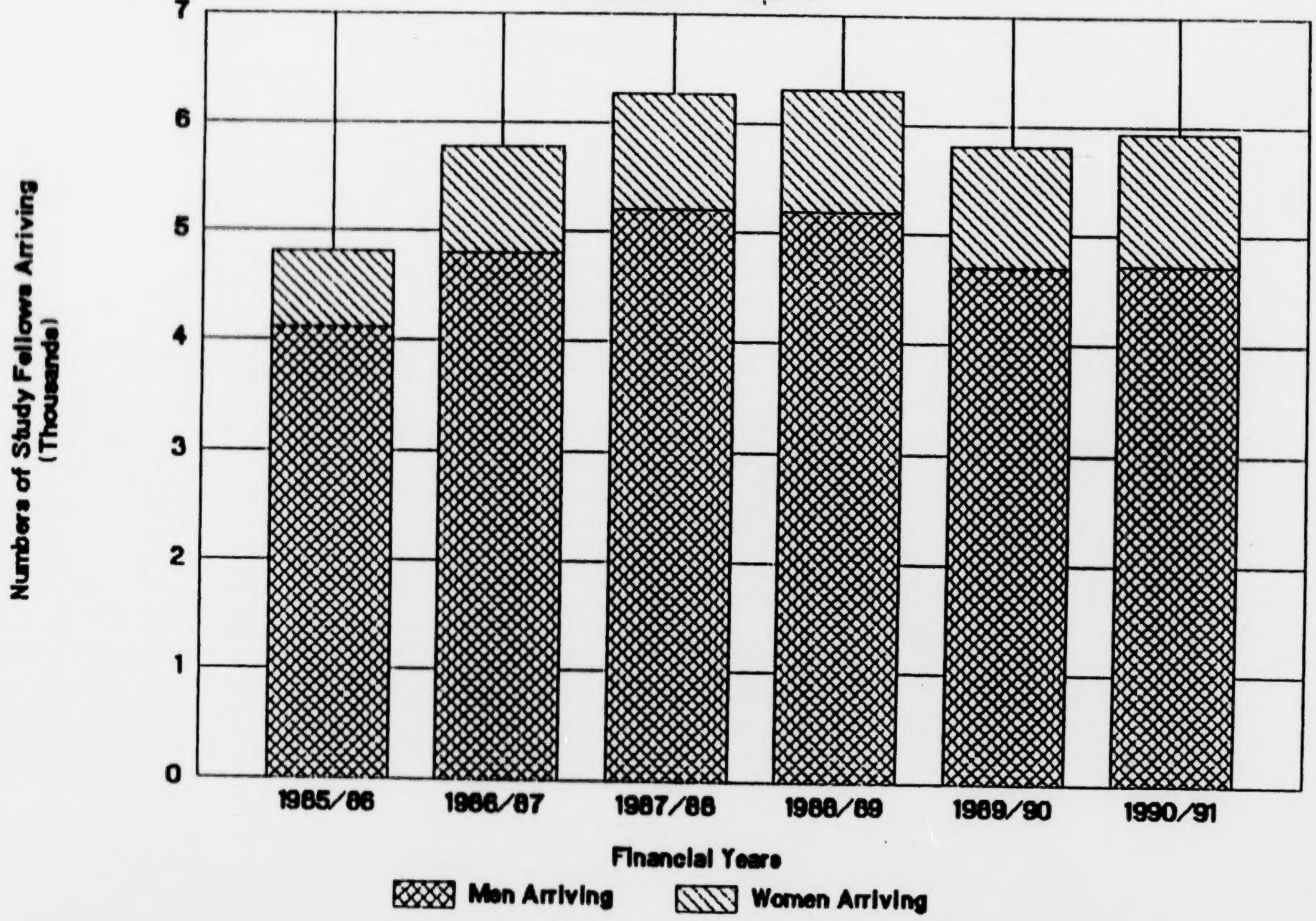
1985/86 - 1990/91



APPENDIX 10

TCT New Awards by Gender

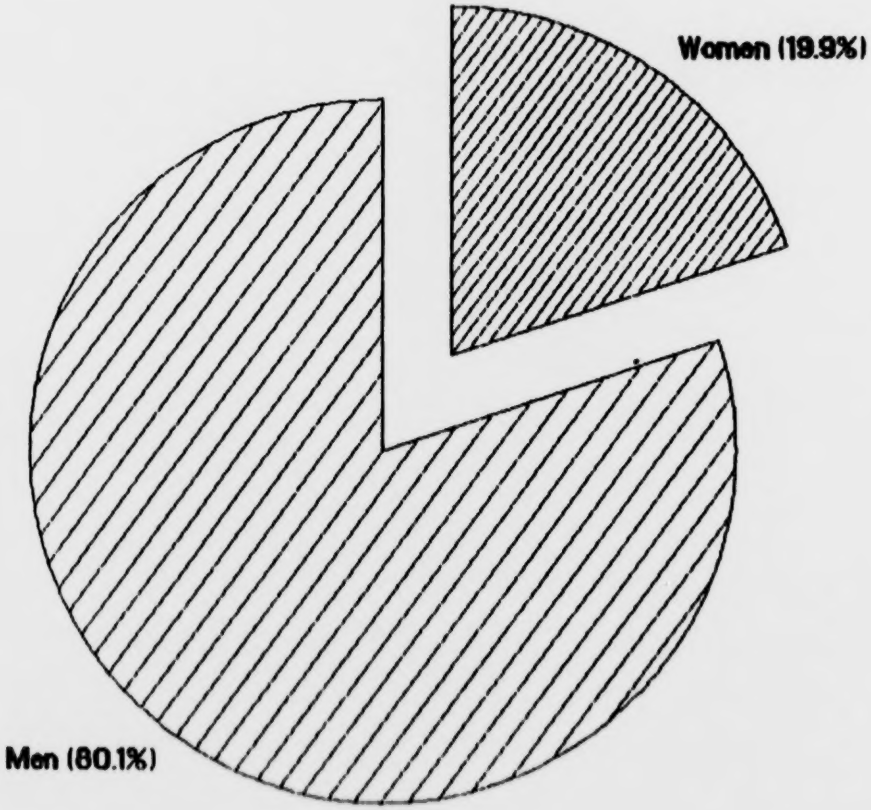
1985/86 - 1990/91



APPENDIX 11

MEN & WOMEN STUDY FELLOWS

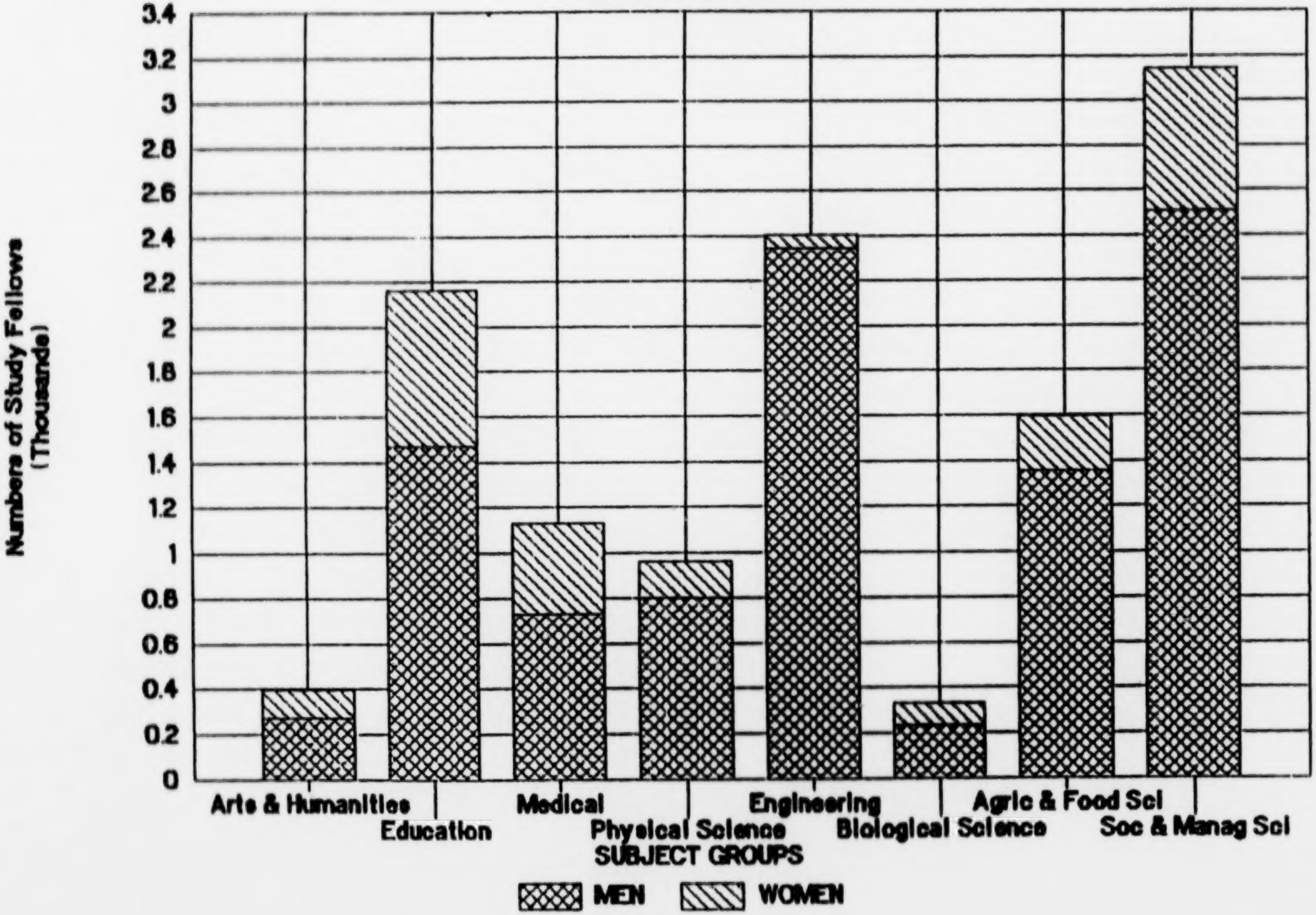
TCT 1990/91



APPENDIX 12

MEN & WOMEN BY SUBJECT AREA

TCT Awards 1990/91



APPENDIX 13

List of people who have contributed information to this study.

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Anne Hewling
Pat Holden
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Mushtaq Hussain
Richard Jordan
Christopher Joslin
Muna Khleifi
Norman Leigh
Anna Loughead
Juliet McCaffery
Hannah Maude-Roxby
Mary McGowan
Diane Partridge
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Jenny Pugsley
Barbara Roche
Pat Scutt
Colin Stephenson
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Marilyn Thompson
Anne Weidelman
Roger Boulter - South Africa
Michael Ward - Bangladesh
Jim Scarth - Bangladesh
D Partridge - Belize
John McGhee - Bolivia
Cynthia Blajine - Bolivia
Salalenna Ebineng - Botswana
Ann Bailes - Botswana
Christine Melia - Brazil
Irene Taitson - Brazil
R PH Woods - Brazil
Janice I.F. Rymer - British Virgin Islands
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Kelly Seymour - Chad
Iris Riethmüller - Chile
Karen Crussley - Chile
Simon Milner - Chile
Maria Isabel Bizama - Chile
Andrew Hadley - China
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Mona El Khayal - Egypt
P.M. Sewailem - Egypt
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E.W. Davies - Falkland Islands
M.R. Goodwin - Gambia
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Christopher Edge - Honduras
Catherine Stephens - India
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Hind Samman - Jordan
Melissa Cudmore - Jordan
Chris Nelson - Jordan
Robert Edge - Kenya
Gill Westaway - Kenya
R Scott - Kiribati
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A Matimati - Malawi
Richard Cunningham - Malaysia
Ian Marvin - Malaysia
Elizabeth Ripard - Malta
Sasty Iyavoo - Mauritius
Imogen Monk - Mexico
H.P. Williams - Mexico
Margaret Lavercombe - Mexico
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Barbara Webb - Mozambique
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G.N. Pradhan - Nepal
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Rosemary Baily - Panama
Malcom Griggs - Panama
Christine Banham - Peru
Andy Mackay - Peru
Margarita North - Peru
Theresa Korma - Sierra Leone
E.T. Jones - Sierra Leone
Margaret de Silva - Sri Lanka
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